



DEPARTMENT OF CITY PLANNING

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San Francisco City Planning Commission

Environmental Impact Report

HOTEL RAMADA SAN FRANCISCO

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I. SUMMARY

A. PROJECT DESCRIPTION

Hallidie Hotel Venture, Inc., a General Partnership of Theme Resorts, Inc. and Ramada-Hallidie, Inc. (a wholly owned subsidiary of Ramada Inns, Inc.) proposes to construct a 1,000-room hotel on Lots 11, 12, 15, 16, 17, 18 and 25 in Assessor's Block 330, bounded by Fifth St. North and Eddy, Mason and Ellis Sts. The remainder of the block contains the 124 Mason St. apartment building and the Olympic Hotel on Lots No. 13 and 14. Neither of these buildings is part of the proposed project; both would be retained. The proposed 32-story, 611,400 gross sq. ft. (above ground, excluding mechanical and parking space) Hotel Ramada would consist of two underground parking levels; a four-story 70-ft. high, U-shaped base building; and an L-shaped guest-room tower with two stepbacks which would divide the hotel into low-, mid- and high-rise levels. The height of the building would range from 70 ft. at the base building to 130 ft. at the stepback of the low-rise tower level at Eddy St. and Fifth St. North, to 210 ft. at the stepback of the mid-rise tower level at Fifth St. North, to 320 ft. at the high-rise tower level on Ellis St.

A covered entrance driveway plaza, located at the southeastern corner of the site and fronting on Hallidie Plaza, would contain the vehicular-arrival and luggage-handling area. Entrance ramps to the underground parking levels, a charter- and tour-bus waiting driveway, and three truck docks would be situated in the southwestern corner of the site. Guests would pass through the entrance driveway to the lower Entrance Lobby, containing the convention registration desk, where they would take an escalator to the Lobby Level on the floor above. The Lobby Level would contain the Grand Lobby, the hotel guest registration area, a garden-style coffee shop, a specialty restaurant, and a cocktail lounge. Retail uses would be located on the Ellis St. frontage. Above the Lobby Level would be the Mezzanine Level, containing public function space, the hotel's administration offices, and a health club.

The Functions Level would be located above the Mezzanine level and would contain the Grand Ballroom, a smaller ballroom, and public function spaces.

There would be landscaped terraces on the roofs of the base building near Eddy St. and the low- and mid-rise tower levels. Street trees would be planted on Mason, Eddy and Ellis Sts. and Fifth St. North.

Demolition of the parking lot and buildings on the site, containing a bar, adult bookstore, Fotomat and shoeshine stand, proposed to begin in late 1980, would take about one month. Excavation and construction would then continue for approximately 23 months until project completion and occupancy in 1982.

B. ENVIRONMENTAL EFFECTS

- The proposed hotel uses would be generally compatible with the residential hotel and apartment uses that would remain on the project block. The project sponsor has applied for a Conditional Use authorization as a Planned Unit Development (PUD), because the floor area of the project would exceed the 10:1 Basic Floor Area Ratio of the site plus the probable allowable bonuses (rapid-transit proximity, multiple building entrances, sidewalk widening, shortened walking distance, and parking access) by about 42,000 gross sq. ft. The Floor Area Ratio of the proposed project would be about 14.7 to 1. The proposed hotel would not conform to the bulk limitations of the City Planning Code, because the diagonal measurement at the mid-rise tower level of approximately 240 ft. exceeds the 200-ft. maximum permissible dimension by 40 ft., and the length on Ellis St. exceeds the allowable 170 ft. by approximately 5 ft. The low-, mid-rise and high-rise towers of the project would be within the maximum allowable height limits for the 320-I and 160-G Height and Bulk Districts in which they are located. As a PUD, the proposed project could be granted a modification of certain provisions of the Code under Section 304(a) of the City Planning Code. Cumulative effects of the project and the proposed Hilton Tower No. 2 and Holiday Inn on adjacent blocks could include changes in some businesses in the Tenderloin District from resident-serving to tourist-serving, and an increase in property values and rents.

The project would not require the demolition or alteration of any structure that has received recognition for architectural merit. The stepped-back configuration of the proposed hotel is intended to provide a visual transition from the neighboring Hilton Hotel and Tower and from the proposed larger-scale hotel structures (Holiday Inn and Hilton Hotel Tower No. 2) north and northwest of the site to the smaller-scale structures to the east, south and west of the site. The proposed Hotel Ramada would not intrude as a dominant element on the San Francisco skyline as seen from most vantage points. Cumulatively, the three hotel developments, if built, would intensify the density of development in the immediate area and would increase its visual identity as a visitor-serving area.

The project would contribute to the shadowing of sidewalks on Ellis, Mason and O'Farrell Sts. and Fifth St. North; the project would shade a portion of Hallidie Plaza in early evenings in June and early July, adding to more extensive shading by One Powell St. The project would increase northwesterly wind speed ratios on the west side of Fifth St. North and at the intersection of Fifth St. North and Ellis St., and would reduce wind speed ratios at the intersection of Ellis and Mason Sts. Under westerly wind conditions, wind speed ratios would increase at the intersection of Eddy St. and Fifth St. North and along Eddy St. Wind speed ratios would decrease on Fifth St. North.

Construction of the project would require demolition of about 14,400 gross sq. ft. of retail space, of which about 2,250 gross sq. ft. is currently occupied. About 150 parking spaces and a Fotomat kiosk would be removed. The existing transient-tourist hotel and apartment structures on the project block, employing about 23 persons, would be retained. The project would provide about 310 person-years of construction employment, and would create about 615 new permanent jobs and about 50 to 70 occasional part-time jobs in San Francisco; many of these permanent jobs would be expected to be filled by minorities. Most of these permanent jobs would be unskilled and semi-skilled positions which would provide employment opportunities for current residents of San Francisco. Construction and operation of the project would increase demands for water, sewer services, solid waste disposal, and police and fire

protection. The demands could be met by the existing systems and would not require additional personnel, equipment or facilities.

The project is expected to generate between \$1.3 and \$1.4 million in net property, hotel, sales, payroll and franchise taxes annually to the City and County of San Francisco. The 1,000 guest rooms in the proposed Hotel Ramada would increase the number of hotel rooms in San Francisco; quality hotel rooms are currently in short supply. Until existing demand is met by new hotel construction, cumulative hotel development in the project area could increase the rate of conversion of older residential hotels in the Tenderloin to transient hotels, should the current moratorium on such conversions expire in November 1980. Cumulative proposed hotel development is not expected to create an oversupply of hotel rooms, according to projected hotel-room demand.

Construction trucks would temporarily increase traffic on the access streets and haul routes, particularly during peak hours. Project-generated traffic would cause increases in peak-hour traffic on adjacent streets ranging from about 3% on Ellis St. to 13% on Eddy St., and would increase peak-hour Muni ridership by about 1.0% over the projected 1982 base condition. The project would contribute to cumulative impacts on regional air quality, local traffic volumes and transit ridership. Construction-related emissions would temporarily exceed particulate standards. In the long-term, attainment of air quality standards (in particular carbon monoxide) would be impeded by increased numbers of vehicles on and around the site. Operation of construction equipment and possible pile driving would temporarily raise local noise levels near the site and contribute to cumulative noise produced by construction of the proposed Hilton Tower No. 2 and Holiday Inn in the vicinity.

- Site preparation, project construction activities and fabrication of materials would require a substantial, but unknown, amount of energy during the two-year construction period. During project operation, the Hotel Ramada would require about 12 million kilowatt hours of electricity per year, used primarily for ventilation and cooling, and about 11.0 million cubic feet of natural gas per year, used primarily for heating. Project-generated traffic would use an

estimated 500,000 gallons of gasoline and 230,000 gallons of diesel fuel per year.

A shoring system would be required to support a 30-ft.-deep excavation pit at the project site. The site could be subject to "strong" to "very strong" ground shaking during earthquakes. The building would be designed to meet the most stringent earthquake standards of both the San Francisco Building Code and the Uniform Building Code.

The proposed 1000 hotel rooms of the Hotel Ramada would constitute about a 7% increase in quality hotel space in downtown San Francisco and an 11% increase in the Union Square hotel district. The tourist industry would be stimulated by the cumulative hotel development proposed in the area. New employees of cumulative hotel development would increase the demand for housing in the Bay Area. The project-related demand for housing in San Francisco is estimated to be about 140 dwelling units.

C. MITIGATION MEASURES

The project tower would be stepped back to help provide a transition in scale from 320 ft. to the smaller buildings in the vicinity of the site. Mitigation measures such as internal security and fire protection systems, a trash compactor, and a recycling program are proposed to minimize demands on community services. Solar collectors on the roof would be used to heat hot water for the building. The building design would have less than the maximum allowable window area to conserve energy.

The project sponsor would be willing to participate in a fair and appropriate mechanism to fund expanded peak-hour transit services, should such a funding mechanism be developed by the City. BART and Muni passes would be sold on-site to employees to encourage the use of transit. The project sponsor would implement a system for employee working hours to reduce peaks of congestion on the City transportation system. Adequate bicycle parking facilities would be provided for employees.

To reduce construction effects, unpaved surfaces would be wetted during excavation to hold down dust. The loads of haul trucks would be covered to reduce spillage; streets adjacent to the site would be swept to remove dirt. If piles were driven, the project sponsor would meet with the Bureau of Engineering to determine measures to mitigate noise from piledriving.

D. ALTERNATIVES TO THE PROPOSED PROJECT

The no-project alternative would preserve options for future development at the site. Existing conditions, described in III.A-III.K, pp. 25-66 of this report, would generally continue.

The proposed project could be modified so that the height of the proposed hotel tower would be reduced. A 16-story guest-room tower could be constructed above the base building, for a total project height of 250 ft. This 590-guest-room alternative would not exceed the 10:1 Basic Floor Area Ratio on the site and would not require floor area bonuses.

An alternative could be developed on the site which would include apartment units, hotel guest rooms and public function space. The base building would contain the same lobby, public meeting and function areas as the proposed project. Forty 600-sq. ft. one-bedroom apartments could be constructed on four floors of a 140-ft. tower fronting on Eddy St. A second 320-ft. tower containing 28 floors of guest rooms at about 22 rooms per floor, could be situated fronting on Ellis St. opposite the Eddy St. tower; the Ellis St. tower would contain a total of about 620 guest rooms.

The project design could be revised to add another tower setback, providing a series of more gradual transitions from one element to another, and to step back the tower at the corner of Mason and Ellis Sts.

II. PROJECT DESCRIPTION

A. OBJECTIVES OF THE PROPOSED PROJECT

Hallidie Hotel Venture, Inc., a General Partnership of Theme Resorts, Inc., a development company, and Ramada-Hallidie, Inc. (a wholly owned subsidiary of Ramada Inns, Inc., which operates hotels throughout the United States) proposes to construct and operate a 1,000-room hotel in downtown San Francisco. The project, designed by DMJM / Curtis and Davis, Architects, is intended by its sponsor to provide hotel rooms for the visitor and convention trade, and to provide a fair return on invested capital. Major hotels in San Francisco now frequently operate at capacity, having average occupancy rates of over 80%, and the demand for hotel rooms in the City is expected to increase with the completion of the George R. Moscone Convention Center in 1981.

B. LOCATION OF THE PROPOSED PROJECT

The proposed hotel would be located on a portion of Assessor's Block 330, bounded by Fifth St. North and Eddy, Mason and Ellis Sts. (see Figure 1). The portion of the block west of Fifth St. North is divided into nine parcels and the project would entirely occupy Lots 11, 12, 15, 16, 17, 18 and 25. These parcels currently contain a 150-space parking lot, a shoeshine stand, Fotomat kiosk and two low-rise buildings, which would all be demolished. The remaining parcels, Lots 13 and 14, contain the 36-unit 124 Mason St. apartment building and the 85-room Olympic transient-tourist hotel, both fronting on Mason St.; these two structures are not part of the proposed project site and both would be retained.

The site is about two blocks south of the San Francisco Theater District on Geary St. and about three blocks southwest of Union Square. The site is adjacent to Hallidie Plaza containing the Powell St. Station of the Market St.

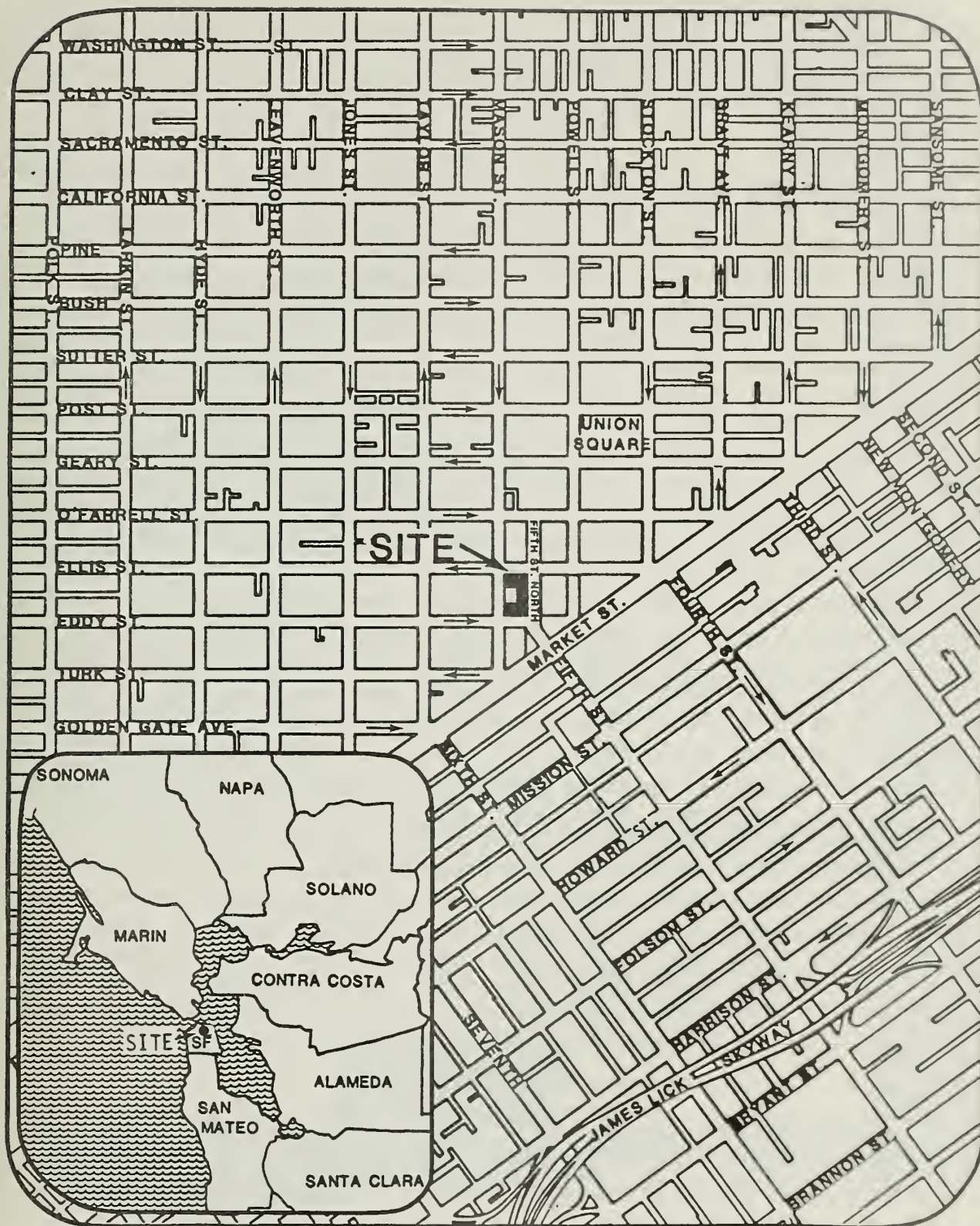


FIGURE 1: SITE LOCATION IN RELATION TO THE BAY REGION AND TO DOWNTOWN SAN FRANCISCO

subway, which serves the Bay Area Rapid Transit system (BART) and the Muni Metro light rail system. The Municipal Railway (Muni) provides service on all streets adjacent to the site. The terminus of the Powell St. cable car lines is one-half block east of the site. The Airporter bus terminal is one block west of the site. Golden Gate Transit and SamTrans lines are within four blocks. Connections to other regional transit systems including A-C Transit, Southern Pacific Railroad and the Marin ferry boats are provided by the Muni.

C. SITE AND BUILDING PLAN

The proposed 32-story hotel would contain approximately 1000 guest rooms. It would have a U-shaped configuration, with the existing Olympic Hotel and 124 Mason St. apartment building situated in the hollow portion of the U configuration on Mason St. The four-floor base building, rising approximately 70 ft. above Eddy St., would contain public function space and "back-of-house" support operations, and would form the U-shaped base of the building. Above these floors would be a three-tiered, L-shaped guest-room tower (low-, mid-, and high-rise levels). Beginning at the Eddy St. frontage, the three tower levels would be stepped back at the mid-rise and high-rise levels so that the building would be reduced in bulk and site coverage from the lowest stepback at Eddy St. and Fifth St. North to the high-rise tower fronting on Ellis St (see Figure 2). Because the site slopes up to the northwest by 10 to 15 ft., the heights of the building levels would vary with reference to each of the four street frontages. The base building would be about 70 ft. above Eddy St. at Mason St.; the low-rise guest-room tower would rise to about 130 ft. above Eddy St. at Fifth St. North at the first stepback. The mid-rise tower would be about 210 ft. above Fifth St. North at the second stepback, and the high-rise tower would be a total of 320 ft. above Ellis St., with the elevator penthouse at about 335 ft. There would be landscaped terraces on the roofs of the low- and mid-rise and tower levels. Street trees would be planted along Mason, Eddy and Ellis Sts. and Fifth St. North.

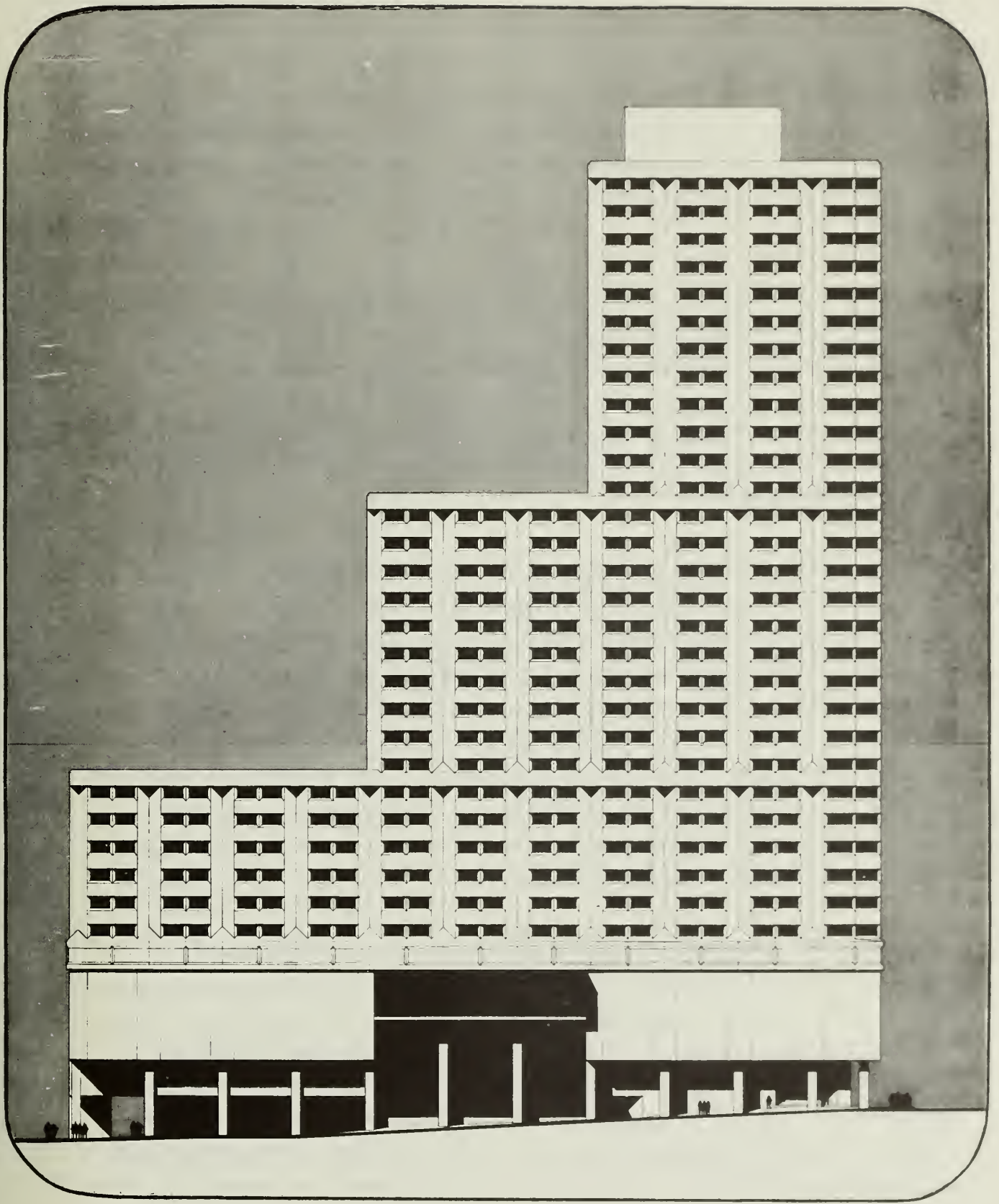


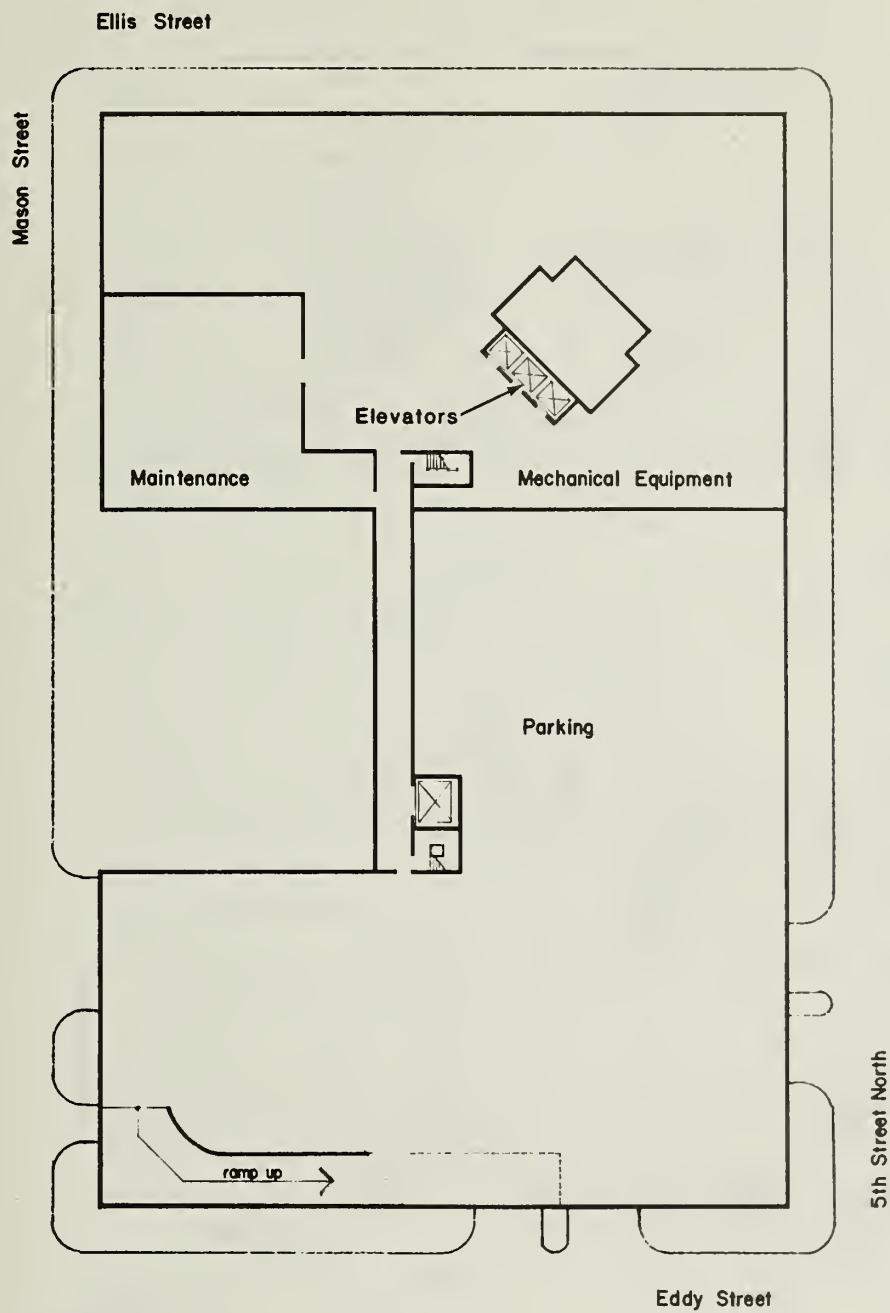
FIGURE 2: EAST ELEVATION OF THE
PROPOSED PROJECT VIEWED
ACROSS FIFTH STREET NORTH

Two subsurface levels fully covering the site would contain parking, mechanical equipment, maintenance and employee use areas. Approximately 42,200 sq. ft. of parking space would provide independently accessible parking for about 70 cars or valet parking for about 130 cars (see Figure 3 and Figure 4, p. 13).

The first two above-grade floors of the building would be cut away at the southeast corner of the site fronting on Hallidie Plaza at Fifth St. North and Eddy St. to provide a protected, landscaped entrance driveway for vehicles loading and unloading guests and luggage at the hotel (see Figure 5, p. 14). From the covered entrance drive, pedestrians would enter the lower lobby of the hotel on the Entrance Level where the tour and convention registration desk would be located.

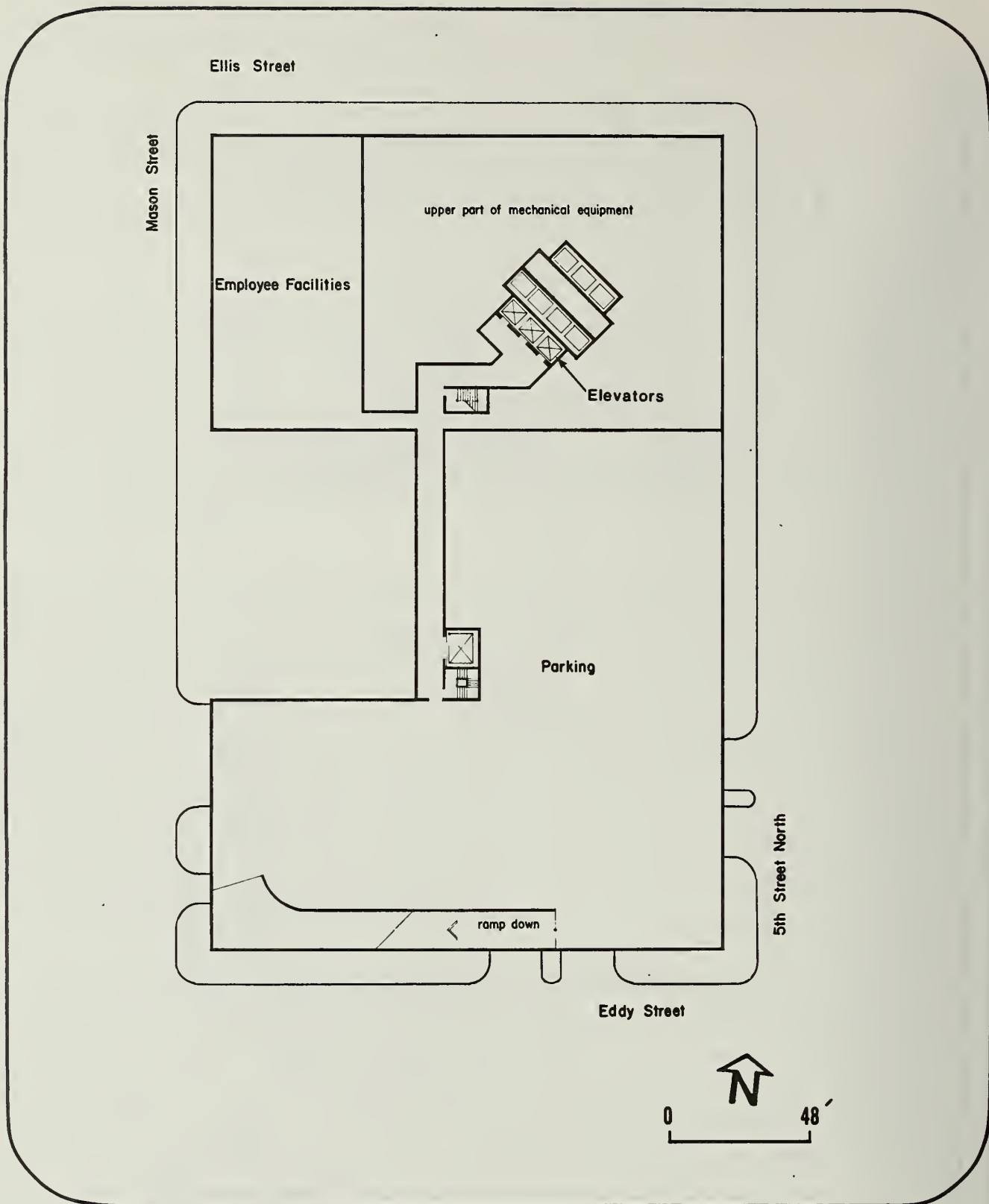
Guests and visitors would pass through the entrance driveway to the lower lobby, where they would take escalators to the Grand Lobby on the floor above. Beginning at the Entrance Level, the interiors of the lowest four floors of the hotel would be cut away to provide views of the Grand Lobby, Mezzanine and Functions Levels as guests enter the hotel. On the northern end of the block (which would be below grade due to the slope of the site) the Entrance Level would also contain a bar and grill with a separate street entrance, and housekeeping and laundry areas. The Entrance Level would contain also three truck loading docks on Mason St., a charter- and tour-bus waiting driveway and a luggage handling area.

The Lobby Level (second floor) would contain the Grand Lobby and hotel registration area (see Figure 6, p. 15). Hotel guests and visitors would be able to enter the Grand Lobby from entrances on Ellis or Mason Sts. or from the Entrance Level lobby. The Lobby Level would be designed to have a courtyard atmosphere and would have a garden-style coffeeshop, a specialty restaurant, a cocktail lounge and retail specialty shops facing the Grand Lobby entrance and registration areas. The main kitchen for the hotel would be located on this level.



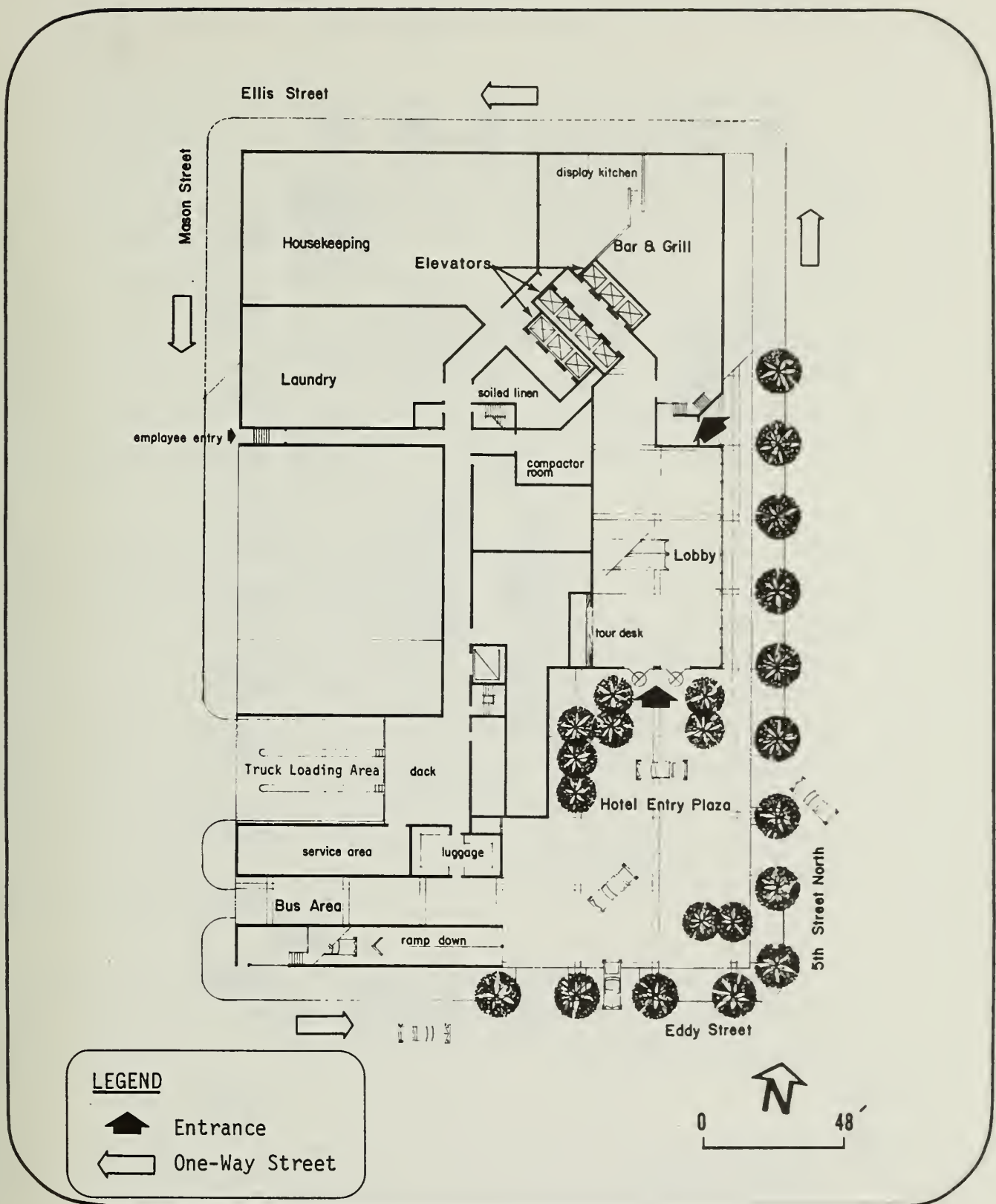
SOURCE: DMJM/CD, Architects

FIGURE 3: PARKING LEVEL NO. 1
(BELOW GRADE)



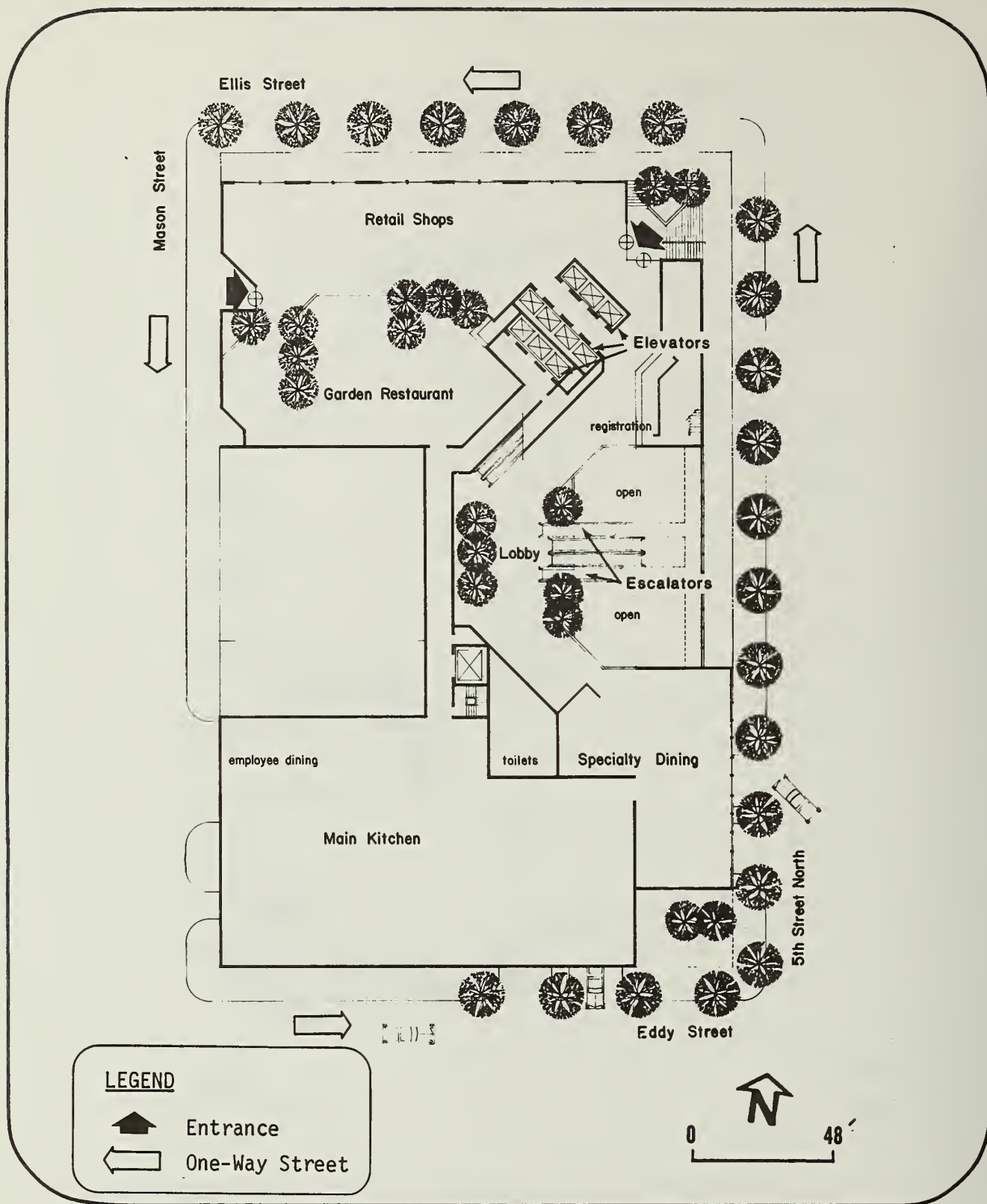
SOURCE: DMJM/CD, Architects

FIGURE 4: PARKING LEVEL NO. 2
(BELOW GRADE)



SOURCE: DMJM/CD, Architects

FIGURE 5: ENTRANCE LEVEL



SOURCE: DMJM/CD, Architects

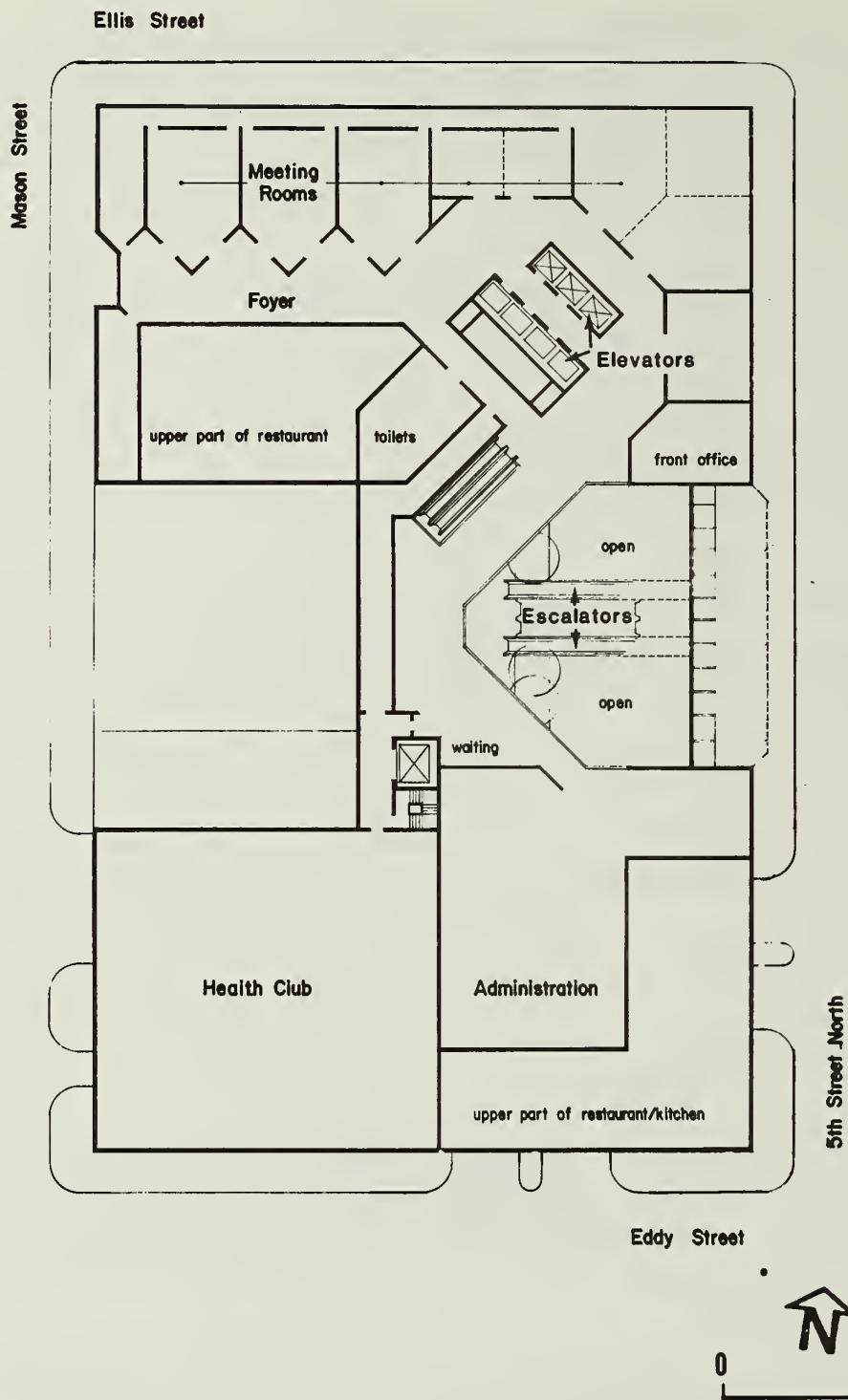
FIGURE 6: LOBBY LEVEL

The Mezzanine Level (third floor) of the proposed Hotel Ramada would be located above the Grand Lobby and would be accessible by elevators or escalators from the Grand Lobby. The Mezzanine Level would contain public function space, the administrative offices for the hotel and a health club for guests (see Figure 7, p. 17). The Functions Level (fourth floor) would contain the Grand Ballroom (see Figure 8, p. 18), with space for 700 persons at banquets, and a smaller ballroom and public function space which could accommodate 600 additional persons. Access to the Functions Level would be by escalator or elevator. Circulation on this floor would be provided by a bridge across and a balcony around the Grand Lobby. The proposed circulation on the Functions Level is intended to allow persons attending functions to mix freely without interfering with hotel operations.

Above the four-story base building would be the L-shaped low-rise levels of the guest-room tower (see Figure 9, p.19). Each floor of the six-story low-rise level of the guest room tower would have a gross floor area of about 24,250 sq. ft. and contain about 50 rooms, for a total of about 312 keyed guest rooms in the low-rise tower levels. Each floor of the ten-story mid-rise tower level would have a gross floor area of about 17,860 sq. ft. and contain about 37 guest rooms (see Figure 10, p. 20), for a total of about 370 keyed guest rooms. Each floor of the the 12-story high rise tower level would have a gross floor area of about 13,110 gross sq. ft., and contain 26 rooms, for a total of about 312 keyed guest rooms in the high-rise tower levels (see Figure 11, p. 21).

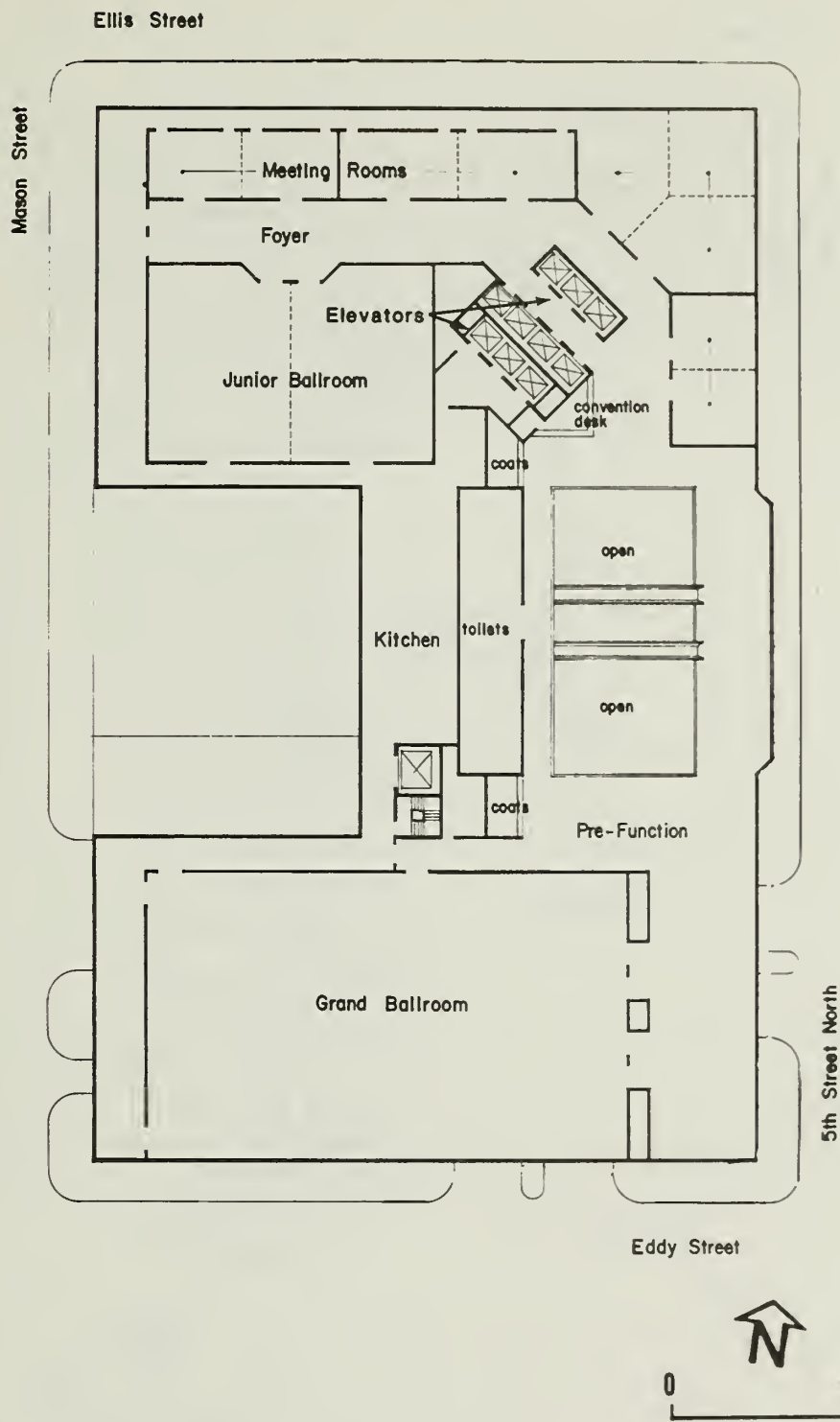
The facade of the hotel would be cast stone and duranodic aluminum with a bronze-tinted glass facade at the building base and bronze glass windows on the guest-room levels. Pre-cast concrete-veneer columns would support the building above the lower plaza levels.

The gross floor area of the proposed hotel, as defined by Section 102.8(a) of the City Planning Code (excluding the mechanical, maintenance and parking areas on the two lower levels), would be about 611,400 sq. ft. The total gross floor area would be about 680,560 sq. ft. (see Table 1, p. 22, for a summary of floor areas).



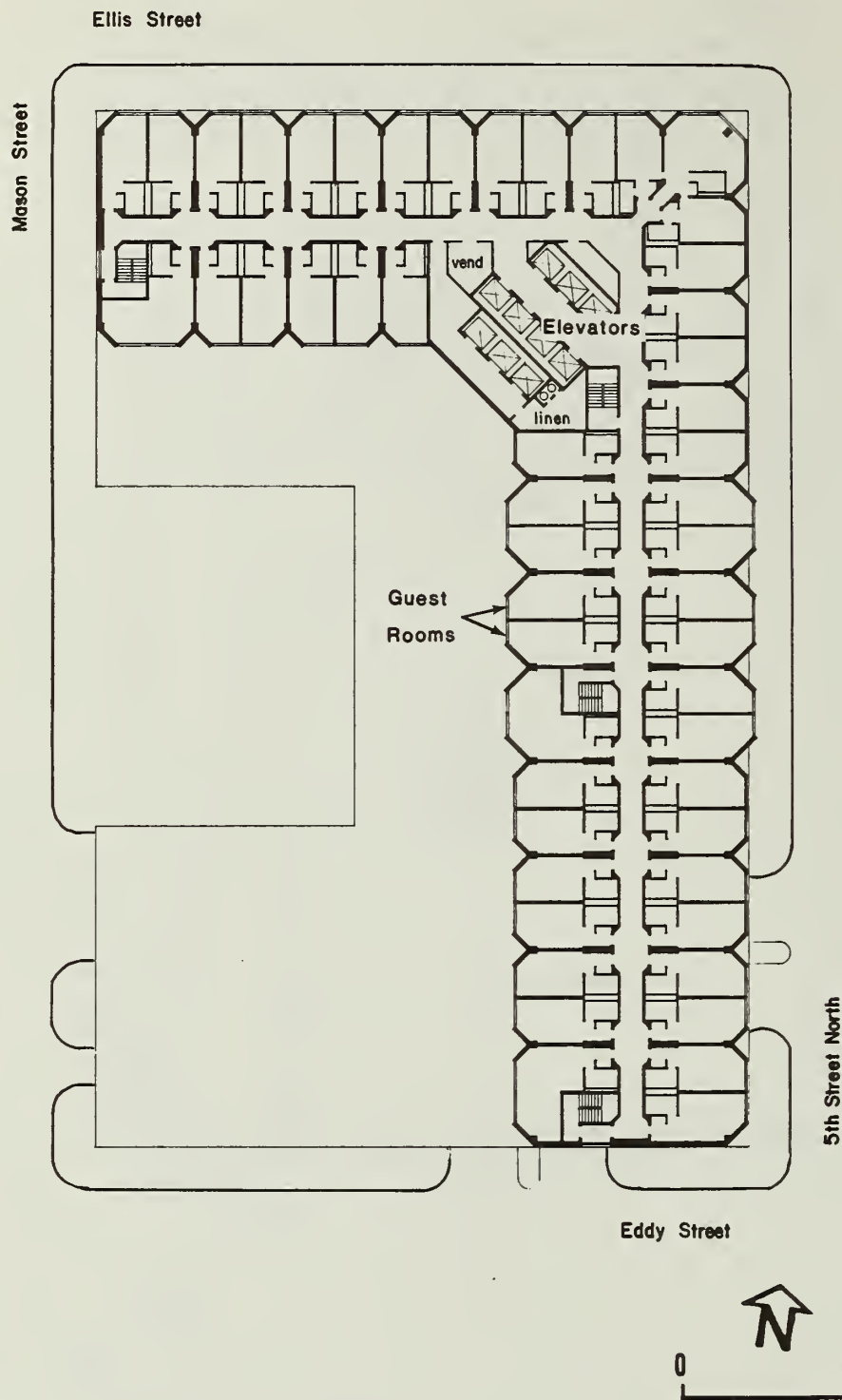
SOURCE: DMJM/CD, Architects

FIGURE 7: MEZZANINE LEVEL



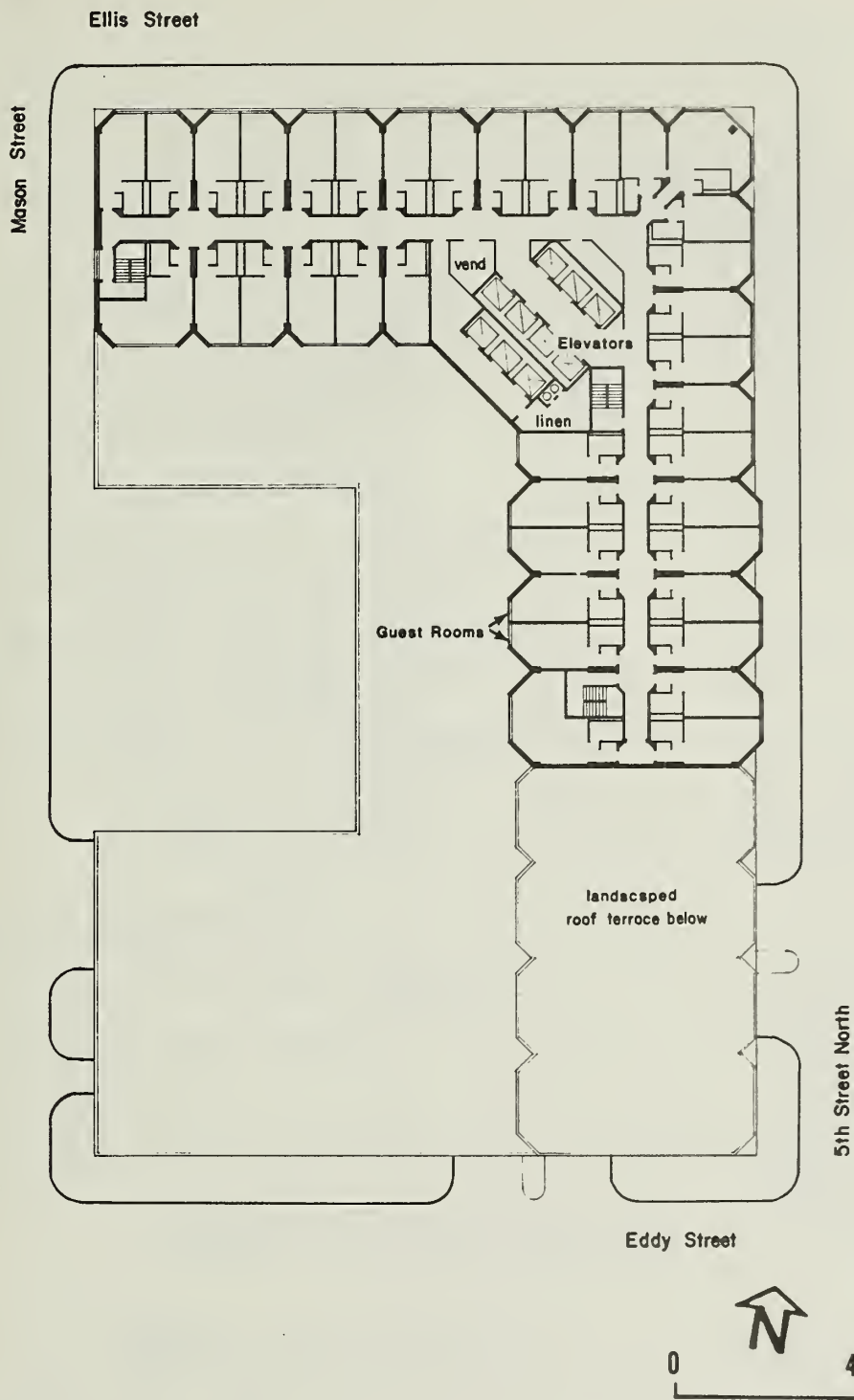
SOURCE: DMJM/CD, Architects

FIGURE 8: FUNCTIONS LEVEL



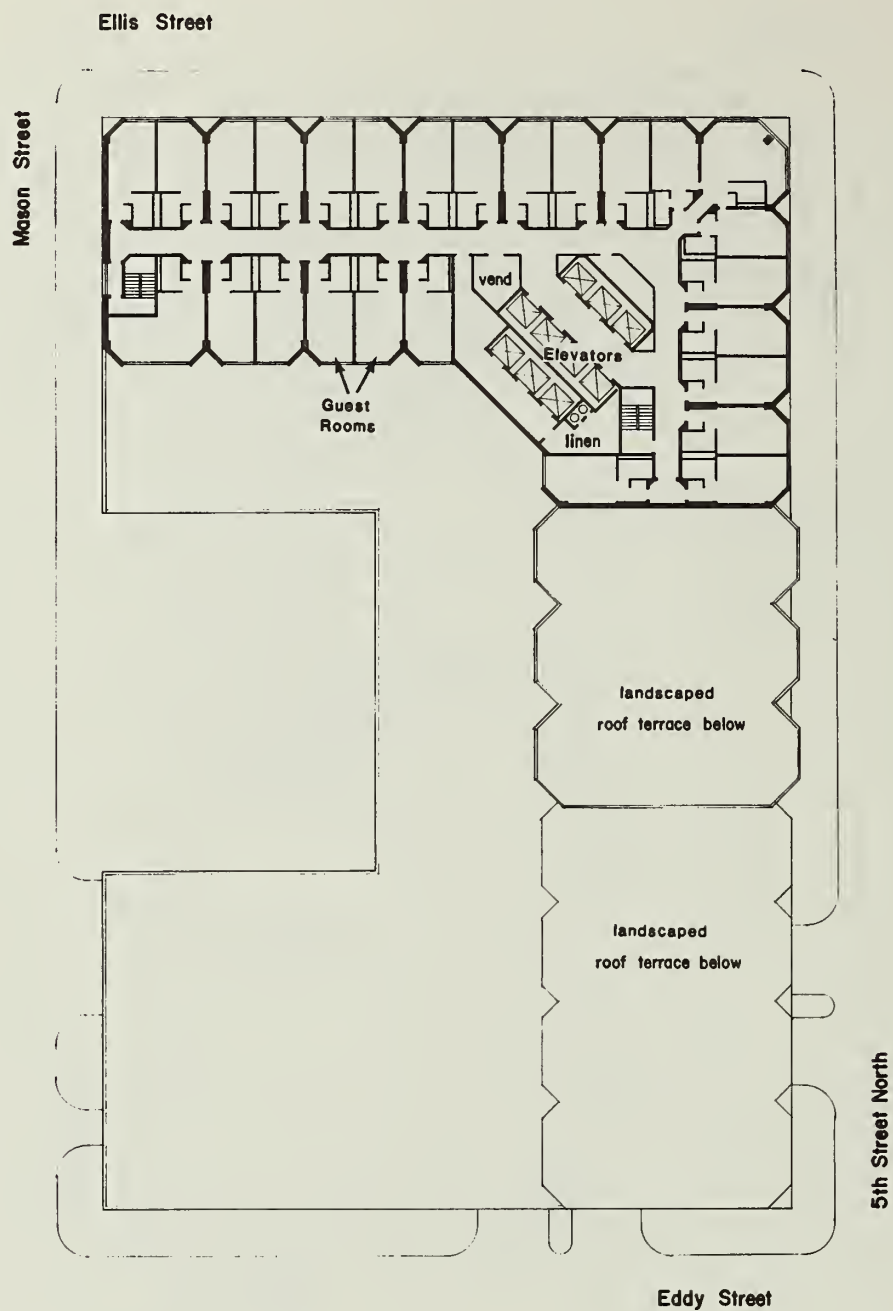
SOURCE: DMJM/CD, Architects

● FIGURE 9: LOW-RISE GUEST-ROOM FLOOR
(FLOORS 5 - 10)



SOURCE: DMJM/CD, Architects

FIGURE 10: MID-RISE GUEST-ROOM FLOOR
(FLOORS 11 - 20)



SOURCE: DMJM/CD, Architects

FIGURE 11: HIGH-RISE GUEST-ROOM FLOOR
(FLOORS 21 - 32)

TABLE 1: HOTEL RAMADA FLOOR AREA SUMMARY

<u>HOTEL SPACE</u>	<u>HOTEL GROSS FLOOR AREA</u> (Square feet)
Entrance Level (1st Floor)	28,850
Lobby Level (2nd Floor)	32,900
Mezzanine Level (3rd Floor)	29,860
Ballroom/Function Level (4th Floor)	38,450
Low-rise Guest Rooms (Floors 5 through 10 at about 24,250 sq. ft. per floor)	145,490
Mid-rise Guest Rooms (Floors 11 through 20 at about 17,860 sq. ft. per floor)	178,590
High-rise Guest Rooms (Floors 21 through 32 at about 13,110 sq. ft. per floor)	157,260
HOTEL FLOOR AREA*	611,400*
<u>MECHANICAL AND PARKING SPACE</u>	
Maintenance and Mechanical Equipment	16,040
Parking (on 2 lower levels)	42,200
Employee Facilities	5,310
Circulation	5,610
MECHANICAL AND PARKING FLOOR AREA	69,160
TOTAL GROSS FLOOR AREA	680,560

*Gross floor area as defined by Section 102.8(a) of the City Planning Code

D. PROJECT SCHEDULE, REQUIRED ACTIONS AND COSTS

Public comment on the Draft Environmental Impact Report (EIR) and proposed project may be made in writing during the Draft EIR public review period or in person at the City Planning Commission hearings on the EIR and Conditional Use authorization. Public review and City Planning Commission certification of the EIR, and completion of the detailed design of the Hotel Ramada, are scheduled for the second half of 1980. Demolition of the two existing commercial buildings, the Fotomat kiosk and parking lot on Lots 11, 12, and 15 through 18, would begin in early 1981, after approval of a Conditional Use authorization by the City Planning Commission and issuance of site, foundation and other permits, and would be followed by excavation and construction of the project (see Table 2). First occupancy is scheduled for late 1982. The cost of the building is estimated to be about \$52.4 million in 1980 dollars, including costs for land, construction, design engineering and environmental evaluation services, and interim financing.

TABLE 2: SCHEDULE OF CONSTRUCTION FOR THE HOTEL RAMADA

<u>Building Activity Completed*</u>	<u>Approximate Month in Which Completed*</u>
Demolition and Site Clearance	1
Excavation and Foundation	3
Steel Erection	10
Exterior Finishing	18
Interior Finishing	23**
Initial Occupancy	24

*Various building activities would continue concurrently. The month of the 24-month construction schedule in which the activity would be expected to be completed is given in the Table.

**Interior finishing would begin about 14 months after the beginning of demolition and site clearance work.

III. ENVIRONMENTAL SETTING

● A. LAND USE, COMMUNITY CHARACTERISTICS AND ZONING

LAND USE

The site is currently occupied by the Metro Parking Lot, vacant land and buildings containing retail and entertainment businesses (see Figure 12 and Figure 13, p. 27). The buildings containing retail and entertainment establishments in the northwest corner of the block facing on Ellis and Mason Sts. were damaged in early 1980 by fire and smoke; the Spartan Adult Book Store continues to operate there. The three-story building on Eddy St. contains the Trapp cocktail lounge at street level; the upper stories are vacant. There is a Fotomat kiosk and a shoeshine stand in the parking lot at Eddy St. and Fifth St. North. The project site surrounds a seven-story and a nine-story building on three sides (see Figure 13, p.27). The seven-story transient-tourist Olympic Hotel with ground floor retail, personal service offices and entertainment establishments is on Lot 14. The nine-story building on Lot 13 is an apartment building with retail uses on the ground floor. The project site is bordered by Ellis St. on the north, Mason St. on the west, Eddy St. on the south and Fifth St. North on the east.

Half of Assessor's Block 330 is located to the east of the project site across Fifth St. North (see Figure 14, p.28). The block is occupied by one- to six-story buildings containing transient visitor hotels; a residential hotel; restaurants; retail, personal service and entertainment establishments; and offices. The southern portion of the block adjoins Hallidie Plaza, an open space area containing the Powell St. BART / Muni Metro public transit subway station and an office of the San Francisco Convention and Visitors Bureau.

Assessor's Block 326 is located north of the project site. The block is divided in half by Fifth St. North so that the western half of the block is directly north of the project site across Ellis St. and the eastern half is

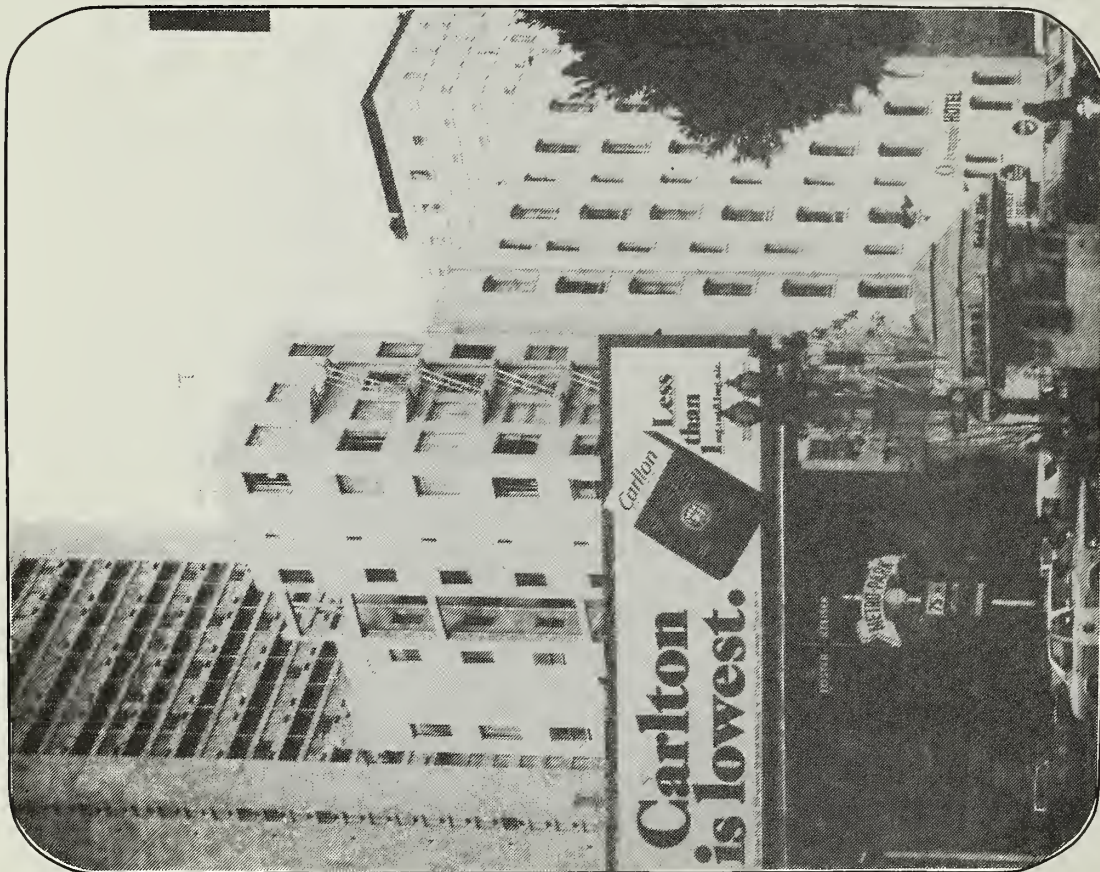


A. BUILDINGS AND PARKING LOT ON ELLIS ST.
(SEEN FROM FIFTH ST. NORTH)



B. BUILDINGS ON MASON ST.
(SEEN FROM ELLIS ST.)

FIGURE 12: VIEWS OF THE PROJECT SITE

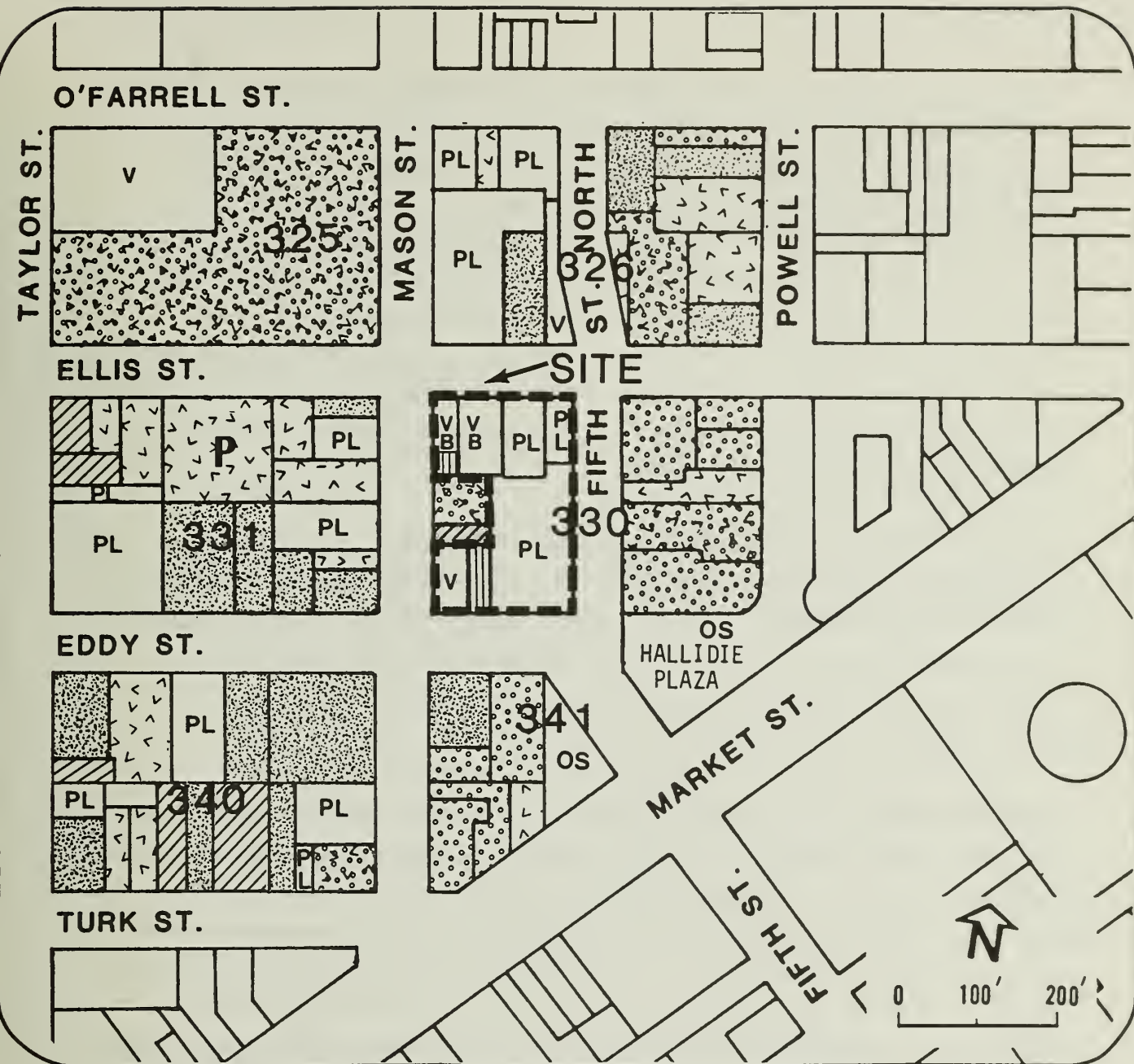


A. VIEW OF PROJECT BLOCK FROM EDDY ST. AND FIFTH ST. NORTH. (REAR OF APARTMENT BUILDING AND OLYMPIC HOTEL IN CENTER; HILTON HOTEL AND TOWER IN BACKGROUND)



B. VIEW OF OLYMPIC HOTEL AND APARTMENT BUILDING FRONTING ON MASON ST. (SEEN FROM ELLIS ST.)

FIGURE 13: VIEWS OF THE PROJECT SITE AND TWO BUILDINGS TO BE RETAINED



LEGEND

	RESIDENTIAL WITH GROUND FLOOR RETAIL, PERSONAL USE OR ENTERTAINMENT		RETAIL OR PERSONAL SERVICE		I INSTITUTION
	RESIDENTIAL HOTEL WITH GROUND FLOOR RETAIL, PERSONAL USE OR ENTERTAINMENT		ENTERTAINMENT		OS OPEN SPACE
	TRANSIENT TOURIST HOTEL WITH GROUND FLOOR RETAIL, PERSONAL USE OR ENTERTAINMENT		OFFICE		V VACANT LOT
	OFFICE WITH GROUND FLOOR RETAIL OR PERSONAL USE		PARKING STRUCTURE		VB VACANT OR DAMAGED BUILDING
			PARKING LOT		
			PARKING STRUCTURE WITH RETAIL OR PERSONAL USE		

SOURCE: Environmental Science Associates, Inc.

● FIGURE 14: LAND USE IN THE VICINITY OF THE PROJECT SITE

III. Environmental Setting

northeast of the project site, diagonally across the intersection of Ellis St. and Fifth St. North. The western half of Block 326 facing the project site is occupied by a parking lot, a car rental office, a vacant lot and the seven-story Maria Manor residential apartments for the elderly with ground-floor retail establishments. The remainder of the block contains a parking lot and a three-story building containing a retail establishment. The block is the site of a proposed 320-ft.-high, 1000-room Holiday Inn transient-tourist hotel (EE 79.283). East of Fifth St. North, the block is occupied by one- to seven-story buildings containing visitor and residential hotels with street-level retail shops, restaurants, personal services establishments and cocktail lounges.

Assessor's Block 325 is located northwest of the site, diagonally across the intersection of Ellis and Mason Sts. The block is occupied by the Hilton Hotel and Tower, including retail shops, restaurants and cocktail lounges. The northwest corner of the block is a vacant lot and is the site of a proposed 320-ft.-high 410-room addition to the hotel (Hilton Tower No. 2 EE 79.257).

Assessor's Block 331 is located directly west of the project site across Mason St. The eastern side of the block facing the project site contains parking lots and one- to five-story buildings. The buildings are occupied by street-level cocktail lounges, entertainment facilities, personal service establishments, restaurants and a residential hotel. The remainder of the block is occupied by a parking structure, two- to six-story buildings containing residential hotels and apartments with street-level retail and personal services establishments, entertainment facilities and restaurants.

Assessor's Block 340 is located southwest of the project site, diagonally across the intersection of Eddy and Mason Sts. Uses on the block include four parking lots, a transient tourist hotel, retail shops and personal services offices, restaurants, cocktail lounges, entertainment establishments, residential hotels and apartments. Buildings are two- to seven-story structures, generally with commercial establishments at street level and residential uses in upper floors.

Assessor's Block 341 is located directly south of the project site across Eddy St. The block includes Hallidie Plaza which is on either side of Fifth St. North. The block is occupied by one- to eight-story buildings including a residential hotel, offices, restaurants, cocktail lounges, and retail and personal services establishments.

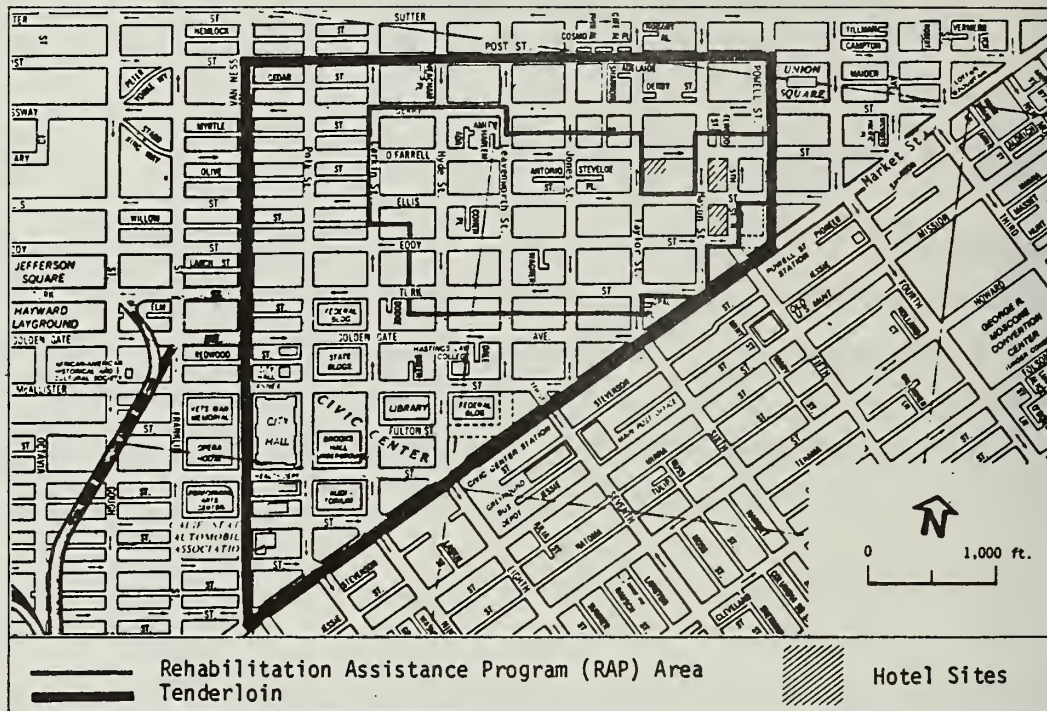
● TENDERLOIN COMMUNITY CHARACTERISTICS

Introduction. San Francisco's Tenderloin is an old, and, in many respects, "run-down" neighborhood. The North of Market Planning Coalition describes it as: "a low-income, inner-city neighborhood with a complex set of social problems."/1/ The Tenderloin plays a unique and valuable role among all of the San Francisco neighborhoods in that it provides affordable housing and services for people with nowhere else to go.

Large segments of the Tenderloin's population live there because no other part of the city will have them, including ex-offenders, transients, alcoholics, and the mentally disabled. Others are there because they cannot afford to live elsewhere--the elderly, newcomers, low-income families. Still others are there because they have chosen to live close to the convenience of downtown shopping, the many inexpensive restaurants and mass transit systems./1/

Convenience and inexpensive necessities have been supplemented with social services based in the Tenderloin to meet the needs of Tenderloin residents. The Tenderloin housing stock is among the only low-income unsubsidized housing left in the city.

Population/Demographic Characteristics. The Tenderloin Rehabilitation Assistance Program (RAP) area/2/ (see Figure 14A) currently has approximately 8,240 residential units (apartment and residential hotel units, including vacant units) containing an estimated 7,800 households and approximately 9,000 residents./3/ An estimated 47% of RAP area residents live in apartments and 53% live in residential hotels./7,3/ About 90% of the households are single-occupant households; the mean Tenderloin RAP area household size is



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● FIGURE 14A: Boundaries of the RAP Area and Tenderloin

1.15. persons/3,5/. The racial/ethnic background of the Tenderloin RAP area population is estimated to be 73% white, 16% black and the remaining 10% made up of Hispanics/Latinos, Asians and American Indians./3/ The majority of the population residing in RAP area hotels and apartments is stable; 70% of apartment tenants and 55% of the hotel tenants lived at one address between January 1979 and January 1980. The more mobile residents, those who report two or more addresses in one year, constitute approximately 33% of the hotel tenants and 19% of the apartment tenants./3/ No reliable estimate or count

exists of the transient population (defined as those persons not residing in apartments or hotels).

Income Characteristics. According to the March 1980 survey conducted by Public Response Associates /3/, the RAP area household median incomes were about \$549 a month for apartment dwellers and about \$433 a month for residential-hotel dwellers. These incomes are 22% greater and 12% greater, respectively, than the incomes reported in a March 1977 survey./4/ Income and income groups for both of these years are shown in Table 2A. The 1980 Tenderloin RAP area median incomes are less than half the 1979 citywide median single-person household income of \$1,208 per month (as estimated by HUD 30 July 1979)./5/ Approximately 52% of apartment residents and 57% of hotel residents receive some income assistance. Table 2B shows the sources of this assistance reported by those surveyed in March 1980.

● TABLE 2A: MONTHLY HOUSEHOLD INCOME DURING MARCH 1977 AND MARCH 1980, TENDERLOIN RAP AREA

	March 1977		March 1980	
	Apartment Residents	Hotel Residents	Apartment Residents	Hotel Residents
Number of Respondents	504	499	504	499
Income Group:				
Less than \$200	17%	16%	4%	10%
\$200 to \$399	29	36	28	35
\$400 to \$599	16	14	24	30
\$600 to \$999	16	13	21	7
\$1,000 to \$1,399	6	3	8	5
\$1,400 +	4	3	5	4
Don't know/Refused	13	14	10	9
Median Income	\$450	\$388	\$549	\$433

SOURCE: Department of City Planning, August 1977, and Public Response Associates, Inc., September 1980.

● TABLE 2B: TENDERLOIN RAP AREA RESIDENT INCOME ASSISTANCE FROM STATE OR FEDERAL AGENCIES DURING MARCH 1980

	<u>Apartment Residents</u> 504	<u>Hotel Residents</u> 489
Number of Respondents Receive Some Assistance	52%	57%
Type of Assistance:		
Social Security	34%	33%
SSI	9	14
General Assistance	1	7
Welfare	4	2
AFDC	4	2
Section 8	0	*
Resettlement	*	0
Don't know/Refused	1	*
Do Not Receive Assistance	47%	41%
Refused/No Answer	1%	2%

*Less than 0.5%

SOURCE: Public Response Associates, Inc., September 1980.

Housing Characteristics. The housing stock of the Tenderloin consists of apartment buildings and residential hotels. The March 1980 survey/3/ counted 92 apartment buildings and 57 residential hotels/8/ in the Tenderloin RAP area. The apartment buildings contained approximately 3,600 occupied and vacant dwelling units; the residential hotels contained approximately 4,280 occupied and vacant units. The residential hotels had an average of approximately 80 units each; the apartment buildings averaged approximately 40 units each. A survey, conducted of Tenderloin RAP area hotels in 1978 by the Department of Public Works/6/, contained the name and address of each hotel, number of units, percent units occupied for 30 days or longer, and other information. This survey is available for public review at the Department of City Planning, Office of Environmental Review.

A 5% vacancy rate exists in apartments. A 15% vacancy rate exists in occupied residential hotels in the Tenderloin RAP area./3,11/ The high hotel vacancy

rate may be attributed to one or a combination of the following factors: 1) hotels tend to rent to transients who rent for uncertain lengths of time and who may be refused rooms if managers perceive them as unstable; 2) hotel owners and managers may keep rooms off the market for the purpose of converting those rooms to tourist uses, or until rising land values enable them to charge higher rents; 3) the demand for residential rooms may not be enough to fill the vacancies; or 4) the rooms may be in violation of San Francisco Building Code requirements. In 1977 the average age of all residential structures in the Tenderloin RAP area was 57 years./4/ In May 1979, the Department of City Planning identified 13 buildings (containing 753 rooms) in the Tenderloin RAP area which were vacant due to fire or condemnation./5/ The 1977 Department of City Planning survey of the Tenderloin RAP area found 58% of all buildings in the area in violation of the Building Code./4/ The North of Market Planning Coalition study/1/ states that owners of buildings in the Tenderloin have little incentive to maintain the buildings properly; condemnation provides a quick and easy eviction process, which then makes the building eligible for subsidies or profitable commercial/tourist development.

Two programs are currently available in the Tenderloin to combat building deterioration and preserve low-cost housing:

- 1) HUD Section 8 Rent Subsidy Program. Provides rent subsidies to residential building owners whose buildings are up to Building Code standards, and who maintain rents below market rate. In March 1980, 20% of the Tenderloin RAP area apartment buildings and 5% of the residential hotels were participating in the program./1/
- 2) Rehabilitation Assistance Program (RAP). Allocates Community Block Grant funds (from HUD), Residential Rehabilitation funds (from HUD), and local funds as low-interest loans to owners of residential buildings in the designated RAP area (covering approximately one-half of the District neighborhood; see Figure A) for the rehabilitation of those buildings.

Refugees. Estimates of numbers of Indochinese refugees arriving in San Francisco vary from 400 to 800 per month./1/ The North of Market Planning Coalition Research Papers on San Francisco' Tenderloin Neighborhood/1/ state that:

"According to 4 of the 5 major centers responsible for Indochinese resettlement or relocation, at least half of the total refugee referrals for housing will be sent into the Tenderloin. The Center for Southeast Asian Refugee Resettlement estimates that currently there are 60 to 70 families per month (average size 5 to 6 members) who need housing."

Although overcrowding is not a problem for all population groups in the Tenderloin (approximately 90% of all Tenderloin RAP area households are single-occupant households/3/), it has become a problem for the growing numbers of Indochinese refugees in the neighborhood. Families averaging five to six members are being settled into small studios or one-bedroom apartments./10/ Since low-cost Tenderloin housing stock consists primarily of single-room units/3/, overcrowding could continue to be a problem for refugee families relocating to the Tenderloin.

Rents. The average monthly rents paid for rooms in Tenderloin RAP area residential buildings in March 1977 and March 1980/3/ are shown in Table 2C.

Average 1980 Tenderloin RAP area rents are about \$180 a month for an apartment and about \$136 a month for a hotel unit. These rents are about 37% and 27%, respectively, of the citywide median monthly rent of \$490./5/ Rent increases since 1977 in the RAP area have averaged between 13% and 17% in apartment buildings and between 0% and 7% in residential hotels./3/ These numbers yield an average yearly percent increase of between 4% and 6% per year for apartments and between 0% and 3% per year for hotel units. These increases are low when compared to Tenderloin property value increases of approximately 10% per year/1/ (see Increased Property Values and Rents, Speculation section, p. 50), San Francisco rent control guidelines of 7% per year, and a 1975 - 1980 general inflation rate of over 12% per year.

● TABLE 2C: TENDERLOIN RAP AREA AVERAGE RENT PAID IN 1977 AND 1980 BY TYPE OF HOUSING

	Apartment Buildings			Hotels			
	1-10 Units	11-50 Units	51+ Units	1-30 Units	31-50 Units	51-100 Units	101+ Units
Number of Respondents	102	300	102	49	77	183	190
Average Monthly Rent:							
March 1977	\$156.10	\$150.60	\$157.30	\$162.00	\$126.80	\$129.60	\$124.70
March 1980	\$176.90	\$178.40	\$184.00	\$157.10	\$126.10	\$138.30	\$123.00
Percent Change	+13	+19	+17	-3	*	+7	-1

* Change is less than 1%.

SOURCE: Public Response Associates, Inc., September 1980.

Although rents and rent increases are comparatively low in the Tenderloin RAP area, residents (both apartment and hotel dwellers) pay an estimated average of 35% of their income for rent; in 1977 Tenderloin RAP area residents paid approximately 23% of their income for rent. The increase in the tenants' percentage of income paid for rent since 1977 indicates that increases in tenants' income are falling behind rent increases. Tenants of large residential hotels (101+ units) pay the lowest proportion of their incomes as rent; that proportion has remained almost constant since 1977. All other categories of tenants surveyed currently pay a greater proportion of their income as rent than they did in 1977. Tenants in small residential hotels reported the highest percentage of income as rent in both years (see Table 2D)./3/

The U.S. Department of Housing and Urban Development standard of housing affordability is a monthly rent no greater than 25% of gross monthly income. All surveyed Tenderloin RAP area tenants pay rents exceeding this standard (see Table 2D), out of incomes less than half that of the San Francisco single-person household median income of \$1,208 per month (as estimated by HUD 30 July 1979/5/). The Public Response Associates RAP area survey/3/ reported

● TABLE 2D: TENDERLOIN RAP AREA TENANT ESTIMATES OF PROPORTION INCOME PAID AS RENT DURING 1977 AND 1980

	Apartment Buildings			Hotels			
	1-10 Units	11-50 Units	51+ Units	1-30 Units	31-50 Units	51-100 Units	101+ Units
Number of Respondents	102	300	102	49	77	183	190
Proportion of Income for Rent:							
March 1977	29.5%	34.0%	38.2%	40.5%	34.0%	35.0%	30.2%
March 1980	31.2%	35.1%	39.8%	43.3%	36.2%	38.2%	29.7%
Percent Change	+1.7	+1.1	+1.6	+2.8	+2.2	+3.2	-0.5

NOTE: The proportions that the Tenderloin RAP area tenants reported are all within 3% of the results obtained by dividing median incomes (see Table 2A) by average rents (see Table 2C).

SOURCE: Department of City Planning, August 1977, and Public Response Associates, September 1980.

that residents "with the lowest income pay the largest proportion of that income as rent. The average rent payment of those with reported incomes of \$400 or less per month is 45% of their income." For these people, disposable income after rent is \$220 per month. This \$220 must cover food, clothing, medical and transportation expenses for the month. The rent-income ratio drops to 26% or less among those earning \$600 or more per month.

Neighborhood Characteristics/Social Services. The Tenderloin neighborhood is one that has evolved around two distinct groups of people: 1) long-term residents consisting primarily of the elderly, and 2) short-term residents or transients such as refugees, ex-offenders and alcoholics. Social services and community organizations in the Tenderloin have geared themselves to serve the diverse needs of these population groups.

The older population is the most stable group in the Tenderloin RAP area. About 52% of all residents 61 years or older have lived in the area ten years or longer. Only 15% of the residents 60 years or younger have lived there

III. Environmental Setting

that long./3/ The elderly have established themselves in the area, and have developed mutual aid networks that facilitate self-sufficiency. The November 1980 Department of City Planning study/5/ observed:

"Aside from the low rental, which averages \$136 per month, the proximity of the hotels to the downtown area and the accessibility to a host of service agencies which are situated close to the hotels, all provide an opportunity for the tenants, particularly the elderly and the handicapped, to live a relatively independent life."

The transient population includes: 1) newcomers, primarily immigrant families settling in the area for the first time, including Koreans, Vietnamese, East Asian Indians and Arabs; 2) transients from other parts of the state or country who move through the area in large numbers each year/1/; and 3) public inebriates, who have generally been long-term area residents, but do not have permanent addresses.

The short-term, transient population and the long-term, stable population share common needs for low-cost housing, health care, counseling and financial assistance. The elderly and the disabled have particular requirements for out-patient health care, outreach programs, escort and shopping services. The transient population has a need for referral services, temporary shelter, multi-lingual caseworkers, and employment programs.

A list of major social services available to serve Tenderloin residents is shown in Table 2E./9/ A complete list of all services for Tenderloin residents is available for public review at the Department of City Planning, Office of Environmental Review.

There are some social-service inadequacies in the Tenderloin. According to North of Market Planning Coalition/1/, these inadequacies include: no hostel for indigent transients; little coordination of scheduling among nutrition programs; few social services for parents and children; few social services for ex-offenders; few public restrooms or sanitation facilities for transients; and few recreation programs.

III. Environmental Setting

TABLE 2E: MAJOR SOCIAL SERVICES AVAILABLE TO SERVE TENDERLOIN RESIDENTS

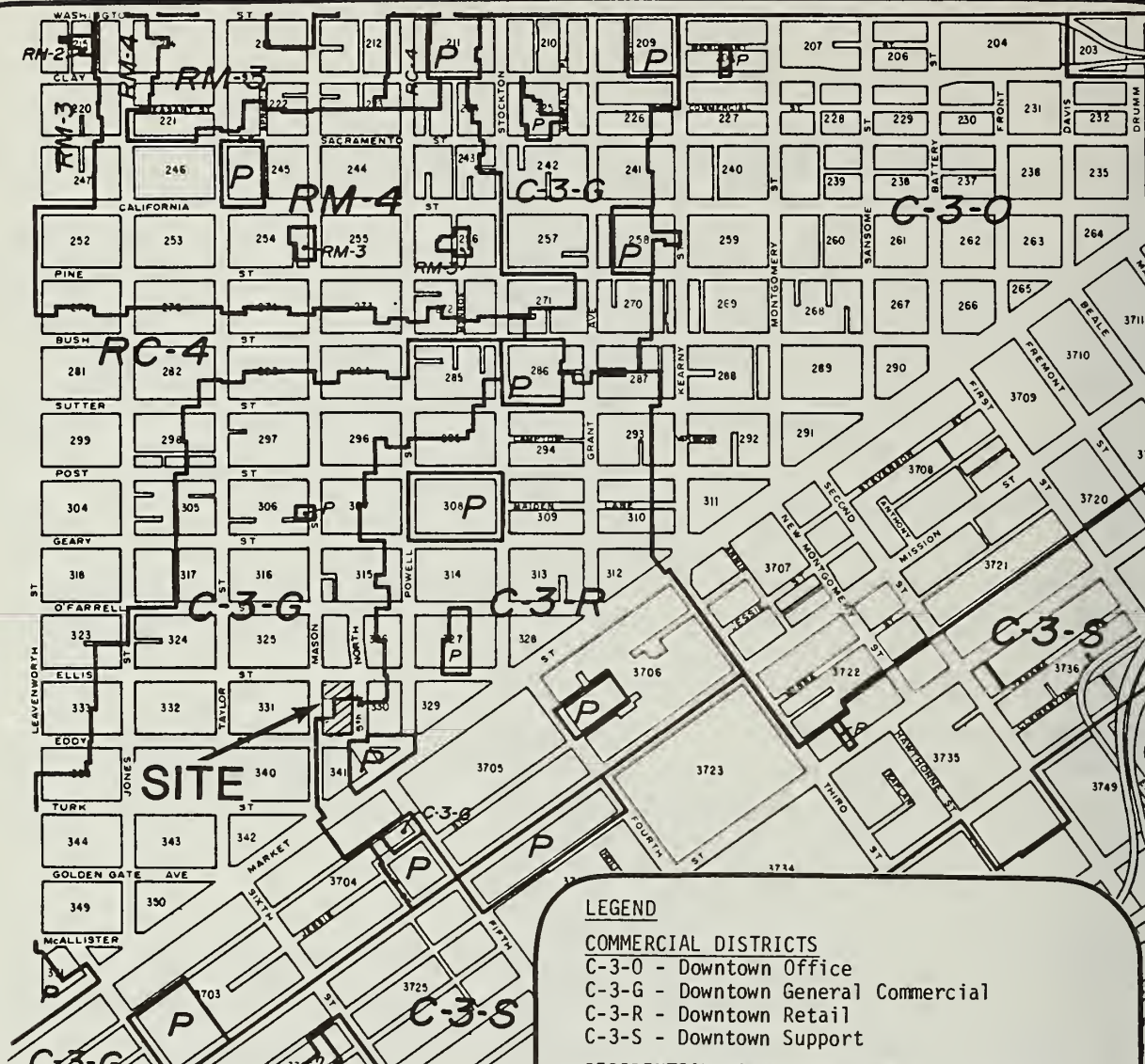
<u>Name and Address</u>	<u>Services Provided</u>
Hospitality House 146 Leavenworth	Social and recreational activities, housing and employment programs, arts and crafts program.
Traveller's Aid 38 Mason	Social and referral services for persons in S.F. less than 45 days.
YMCA 309-311 Turk	Family therapy, advocacy, employment and conseling programs, field trips, sports and gym use.
The Downtown Senior Center 465 O'Farrell	Social work, outreach, housing and employment counseling, escort and shopping services, meal programs, social activities.
North of Market Senior Serv. Cntr. 333 Turk	Free total support care including physician housecalls, blood pressure screening, therapy, telephone reassurance, health education, meal programs, sewing classes, biofeedback therapy, jogging groups.
Turk Street Center 240 Turk	Luncheon program, outreach services, temporary housing.
St. Anthony's Dining Room 45 Jones	Hot meals, employment services, social services for transients.
First Congregational Church Post and Mason	Five-day per week lunch program.
Raphael House 1065 Sutter	Assistance to families temporarily without funds, temporary housing.
Glide Memorial United Methodist Church 330 Ellis	Wide variety of programs including support groups, senior empowerment, alcoholic and drug abuse programs, crisis hot-line.
Employment Development Department 121 Leavenworth	Employment counseling daily.

TABLE 2E: MAJOR SOCIAL SERVICES AVAILABLE TO SERVE TENDERLOIN RESIDENTS
(continued)

<u>Name and Address</u>	<u>Services Provided</u>
Public Health Center #4 1490 Mason	Provides medical services to Chinatown, North Beach, North of Market, Business District and South of Market.
S.F. General Hospital Central Emergency 50 Ivy	Emergency aid station for Tenderloin.
North of Market Senior Alcohol Program at the North of Market Senior Service Center 333 Turk	Counseling, outreach, follow-up programs.
Mobile Assistance Patrol (MAP) 1175 Howard	Transports public inebriates to nine detox centers and private hospitals.

ZONING

The project site is located in two City Planning Code Use Districts (see Figure 15). The northern portion of the site is located in a C-3-G, Downtown General Commercial, zone. A variety of uses are permitted in this zoning district, including hotels, retail, offices, entertainment, clubs and institutions, and high-density residential development. The southern portion of the site is located in a C-3-R, Downtown Retail, district. Continuity of retail and consumer-service uses is emphasized in the district and features of pedestrian interest and amenities are encouraged; hotels are a permitted use./12/ The basic permitted Floor Area Ratio for both Planning Code Use Districts is 10:1, i.e., buildings may have a floor area (excluding mechanical and parking space) of up to ten times the area of the site. Under a bonus system established by Section 126 of the Planning Code, additional space is permitted as specified for design features that improve pedestrian and transit access to the building and offer amenities such as multiple entrances, parking access, plazas and widened sidewalks. On 27 May 1980 the Board of Supervisors established a moratorium on the use of this section of the City Planning Code;



LEGEND

COMMERCIAL DISTRICTS

- C-3-O - Downtown Office
- C-3-G - Downtown General Commercial
- C-3-R - Downtown Retail
- C-3-S - Downtown Support

RESIDENTIAL-COMMERCIAL COMBINED DISTRICTS

- RC-4 - High Density Residential-Commercial

MIXED HOUSE AND APARTMENT CHARACTER DISTRICTS

- RM-3 - Medium Density Residential
- RM-4 - High Density Residential

INDUSTRIAL DISTRICTS

- M-1 - Light Industrial

PUBLIC DISTRICT

- P - Public

SOURCE: City and County of San Francisco,
1979, City Planning Code

FIGURE 15: PLANNING CODE
USE DISTRICTS

III. Environmental Setting

the proposed project was exempted from this moratorium, in effect, by an authorization for hotels to file for a conditional use.

No off-street parking is required for individual commercial buildings in the C-3-R or C-3-G districts; accessory parking is permitted to occupy an area of up to 7% of the gross floor area of such buildings./13/ Although Section 151 of the City Planning Code requires off-street parking for hotels, an exemption is given in the C-3 district. Section 152 of the City Planning Code requires off-street loading docks at the rate of three spaces for the first 500,000 gross sq. ft. of hotel space, plus one space for each additional 400,000 sq. ft.

The site is located in two Height and Bulk Districts (see Figure 16). The northern portion of the site is located in a 320-I District in which the maximum permitted height is 320 ft. Above a height of 150 ft., the maximum permitted building length is 170 ft. and the maximum permitted horizontal diagonal dimension is 200 ft. The southern portion of the site is located in a 160-G Height and Bulk District, in which the maximum permitted height is 160 ft. Above a height of 80 ft., the maximum permitted building length is 170 ft. and the maximum permitted horizontal diagonal dimension is 200 ft.

● NOTES - Land Use, Community Characteristics and Zoning

/1/ North of Market Planning Coalition (NOMPC), February 1980, Research Papers on San Francisco's Tenderloin Neighborhood; herein after referred to as NOMPC, February 1980.

/2/ The Community Characteristics discussion is based primarily on information contained in four reports. Two were done for the Department of City Planning, one for the Real Estate Department, and one for the Department of Public Works; all have been written in the last three years (1977 - 1980), and are studies of the "core area" of the Tenderloin which has been designated as the North of Market Rehabilitation Assistance Program (RAP) area (see Figure A)./3,4,5,6/ Unless noted otherwise, data used from these reports have been compiled for the geographic boundaries of the RAP area. Data for other parts of the Tenderloin are less reliable because they are based on 1970 Census data. The RAP area encompasses the part of the Tenderloin closest to the hotel sites.

/3/ Public Response Associates, September 1980, Survey of the North of Market Rehabilitation Assistance Program, Real Estate Department, City and County of San Francisco.

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/4/ Department of City Planning (DCP), August 1977, Recommendations on the Designation of the Tenderloin as a Rehabilitation Assistance Program Area.

/5/ Department of City Planning (DCP), November 1980, The Conversion and Demolition of Residential Hotel Units.

/6/ Department of Public Works (DPW), 1978, Rehabilitation Assistance Program Survey of Residential Hotels.

/7/ In this discussion a "residential hotel" is a hotel (any building with 6 or more units without kitchens) with "some" residential units (occupancy of 30 days or more). "Some" varies from report to report and is subjective in many cases.

/8/ Numbers vary between studies, largely because of differing definitions of "residential hotel". The number quoted may be less than that from other studies because Public Response Associates used the Bureau of Building Inspection's definition of "hotel": any building with 6 or more "guest rooms". A "guest room" is any unit that does not contain a kitchen. No distinction is made between transient/tourist units and residential (30+ days) units. The hotels surveyed in the Public Response Associates are purportedly "residential hotels", but the definition appears to be subjective. Any building in which 90% or more of the units have kitchens is called an "apartment building" by the Bureau of Building Inspection. Based on different criteria, other studies may treat some of these "apartment buildings" as residential hotels. The DCP November 1980 study found 66 "residential hotels" in the RAP area, where a "residential hotel" was a hotel in which 90% or more of its tenants stayed longer than 30 days.

/9/ This list has been summarized from NOMPC, February 1980, pp. 84 - 91.

/10/ Bill Johnson, "Crowded Homes," Tenderloin Times, December 1980/ January 1981.

/11/ The DCP study/5/ found that of the 53 occupied residential hotels in the PRA sample,/3/ 13 buildings have vacancy rates ranging from 11% to 71% (in 1980). The DCP study states that if these 13 buildings are dropped from the sample, the remaining 40 buildings would have a 4% vacancy rate.

/12/ City and County of San Francisco, 28 September 1979, City Planning Code, Section 210.3

/13/ City Planning Code, Section 204.5(c)

B. URBAN DESIGN AND VISUAL ASPECTS

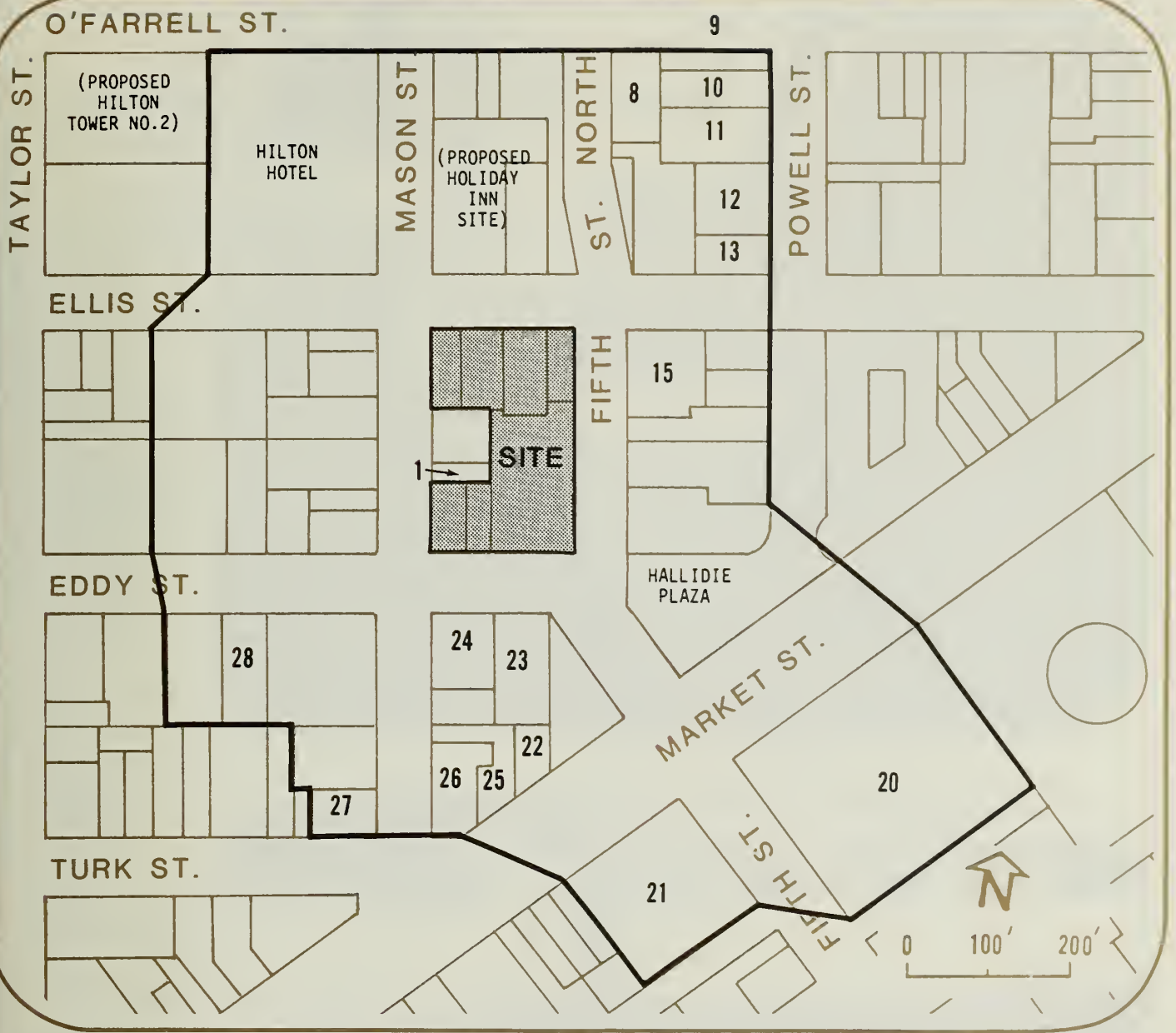
ARCHITECTURAL RESOURCES

The project site is presently occupied by a surface parking lot with a Fotomat kiosk, two low-rise brick commercial structures and a vacant lot. Neither of the structures on the site has received recognition for architectural or historic merit.

The project block contains two structures in addition to those which occupy the project site: a narrow, nine-story residential apartment structure at 124 Mason St. and the adjacent seven-story Olympic Hotel at (see Figure 13, p.27). Of these two structures, the apartment building at 124 Mason St. was given a summary rating of "1" (on a scale with a low of "0" and a high of "5") in an architectural survey prepared by the Department of City Planning in 1974-1976./1/

The area immediately surrounding the project block contains buildings that have received recognition in both the City's architectural survey and another, more recently published survey by the Foundation for San Francisco's Architectural Heritage contained in Splendid Survivors, in which buildings are rated on a scale from a low of "D" to a high of "A". Each building in the immediate vicinity of the project block that is listed in either survey is shown in Figure 17, together with its survey ratings./1/

Of these structures, the group with the highest ratings are those in the block immediately to the east of the project site generally fronting on Powell St. with their backs to the project site, and two structures to the southeast of the site, across Market St. Of this group, the Continental Hotel, the Powell Hotel, and the Lincoln Realty Building received ratings of "B" in the Heritage Survey and "1" or "2" in the City survey. The most highly rated buildings in this group, and in the entire study area, were the Bank of America Building at One Powell St. (see Figure 18, p.37), originally the Bank of Italy Building, which received ratings of "A" in the Heritage survey and "5" in the City survey (the highest ratings given in each survey), and the former Hale



LEGEND

Building	S.F. DCP Inventory*	Heritage Survey*
1 124 Mason	1	NL
2 Hotel Mason, 101-111 Mason	2	NL
3 167 Mason	1	NL
4 229-231 Ellis	1	NL
5 Hotel Empress, 136-144 Eddy	0	NL
6 Hotel Wm. Penn, 156-166 Eddy	1	NL
7 233-261 Ellis	1	NL
8 235-243 O'Farrell**	3	B
9 201-219 O'Farrell**	NL	B
10 Hotel Herbert, 151-161 Powell	NL	C
11 135-149 Powell**	1	B
12 111-133 Powell**	2	B
13 Missis Butler Bldg., 120 Ellis	1	C
14 Powell Bldg., 111 Ellis	1	C

Building	S.F. DCP Inventory*	Heritage Survey*
15 Continental Hotel, 119-139 Ellis **	2	B
16 45-49 Powell	NL	C
17 Powell Cinema, 35-41 Powell	1	C
18 Powell Hotel, 17-23 Powell**	1	B
19 Bank of America, 1 Powell**	5	A
20 Lincoln Realty Bldg., 9-41 Fifth	2	B
21 Hale Brothers Store, 901-919 Market	4	A
22 934-936 Market	NL	LNR
23 1 Hallidie Plaza	NL	LNR
24 Hotel Bristol, 83-99 Eddy	0	NL
25 Garfield Bldg., 938-942 Market	1	C
26 Mechanic's Savings Bank Bldg., 948 Market**	NL	B
27 Oxford Hotel, 2-16 Turk St.**	3	B
28 Hotel Dunle, 141-145 Eddy	1	NL

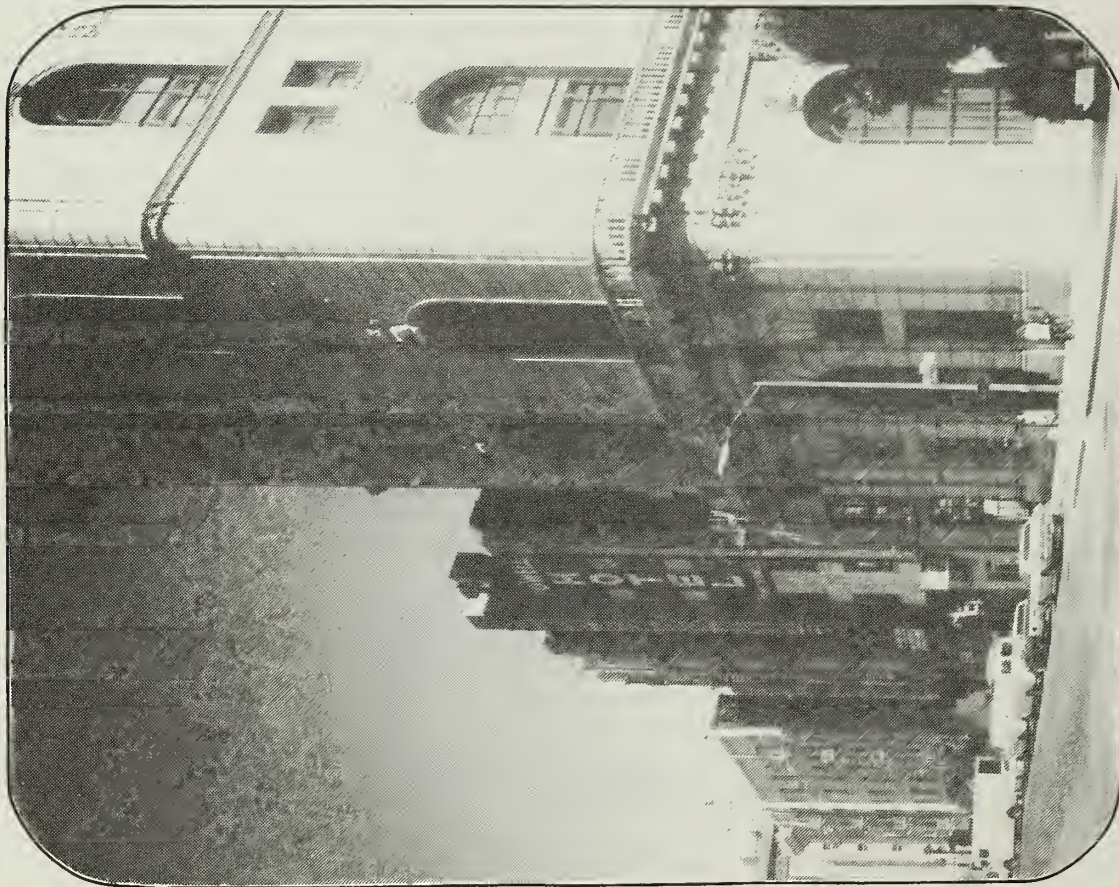
NOTES:

*See Appendix B for explanation of surveys and ratings
 **Building included in Listing of Architecturally and/or
 Historically Important Buildings. See Appendix B.

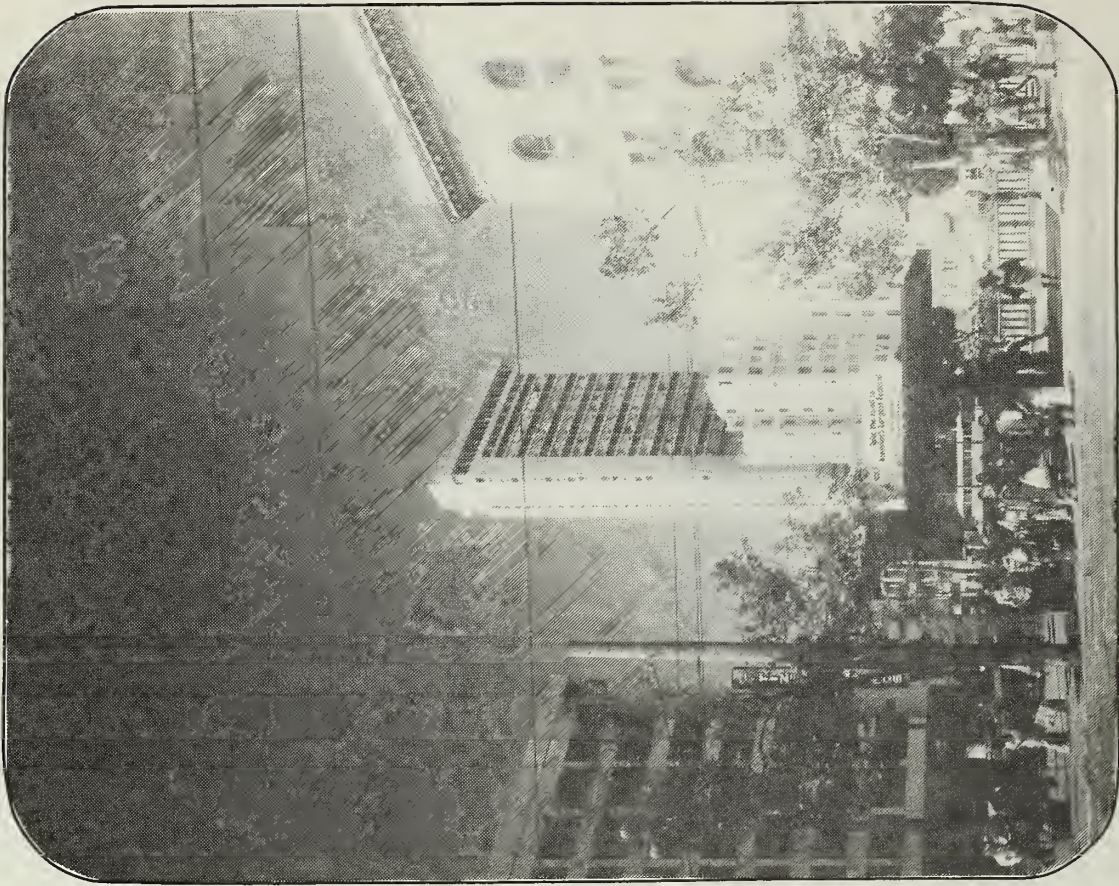
NL: Not Listed
 LNR: Listed but Not Rated
 — Study Area Boundary

SOURCE: Environmental Science
 Associates, Inc.

● FIGURE 17: ARCHITECTURAL RESOURCES ON AND
 IN THE VICINITY OF PROJECT BLOCK



A. BUILDINGS ON FIFTH ST. NORTH FRONTING THE PROJECT SITE; (SEEN FROM EDDY ST.) ONE POWELL ST. AT RIGHT



B. VIEW OF PROJECT SITE ACROSS HALLIDIE PLAZA. (SEEN FROM MARKET ST.); ONE POWELL ST. AT RIGHT, ONE HALLIDIE PLAZA AT LEFT, AND HILTON HOTEL IN BACKGROUND

FIGURE 18: BUILDINGS FRONTING THE PROJECT SITE

III. Environmental Setting

Brothers store (later J. C. Penney) at 901-919 Market St., which received ratings of "A" and "4".

In the remainder of the study area, only 235-243 O'Farrell St. and the Oxford Hotel at 2-16 Turk St. received ratings as high as "B" and "3" in both surveys.

URBAN DESIGN AND VISUAL FACTORS

The project site is presently occupied by a vacant lot, surface parking lot, two low-rise brick commercial structures, a Fotomat kiosk, and two billboards. The one-story commercial structure at the corner of Ellis and Mason Sts. has been damaged by fire and is partially vacant. An adult book store is the only occupant. The general visual character of the site is depicted in Figure 12, p. 26, and Figure 13, p. 27.

The seven-story Olympic Hotel and the adjacent nine-story structure at 124 Mason St. (see Figure 13, p.27) also occupy the project block. These structures are similar to each other in scale and appearance, each fronts on Mason St., and each has a white-painted masonry exterior. Four street trees in front of these structures and decorative lamp posts along Mason and Eddy Sts. provide the principal visual amenities at the perimeter of the project block.

In general, most neighboring buildings which face the project site on its four street frontages are low-rise commercial structures comparable in character to those which occupy the project block. The Hilton Hotel complex, which occupies the block opposite the northwest corner of the site, affords the only immediate major contrast in scale (see Photograph B, Figure 18, p. 37).

Of the structures which occupy the blocks immediately surrounding the project site, those in the block immediately to the east have received greatest recognition for architectural merit (see III., B. p.35, Architectural Resources). They are most noteworthy, however, for the appearance they present to Powell St. Except for One Powell St., the appearance they present to Fifth St. North is the least attractive of any street fronting the project site; it is primarily of rear service entrances, fire escapes, and various

pieces of mechanical equipment (see Photograph A, Figure 18, p. 37). This street frontage provides the eastern boundary of an important visual corridor which extends generally northward from the vicinity of the intersection of Fifth and Market Sts. at Hallidie Plaza, toward the project site. The visual relationship of the project site to the neighboring, modified section of Market St., Hallidie Plaza, and the architecturally important Bank of America Building at One Powell St. is shown in Photograph B, Figure 18, p. 37.

In general, the visibility of the project site is presently limited to views from adjacent segments of neighboring streets (including Market St., Fifth St. and portions of the street-level area around Hallidie Plaza), and buildings fronting those streets. The site is also visible, however, from a few more distant vantage points, notably the nearby towers of the St. Francis and Hilton Hotels.

NOTES - Urban Design and Visual Aspects

/1/ See Appendix B, p. 271, for discussions of the Department of City Planning architectural survey and rating system and the Heritage Architectural Survey and rating system.

C. CULTURAL AND HISTORIC ASPECTS

San Francisco was first intensively mapped in 1852 by the U.S. Coast Survey, after the City and State came under the government of the United States. At that time, the project block was still a part of the sand waste lying west of the developed City. By 1868 the site was fully developed with low-rise buildings.

The most historically significant building once on the site was the Tivoli Theater, which was rebuilt on Eddy St. near Anna Lane St. (now Fifth St. North) in 1913. The original theater, which was built in 1878 diagonally across Mason and Ellis Sts. from the site, was one of the principal theaters in San Francisco and later served as the Opera House. It and the buildings on the site were destroyed by the earthquake and fire of 1906. The rebuilt Tivoli Theater was destroyed in 1958, except for portions of its Eddy St.

facade which were used for several years as the entrance and exit of a parking lot.

Most recently, the site was occupied predominantly by residential hotels and ground-floor retail uses. Before the Market St. improvement bond issue was approved in 1968, Fifth St. North at the site was Anna Lane St. At the corner of Mason and Eddy Sts. there was a 50-ft. high, 34-room hotel and next to it a 40-ft. high, 61-room hotel. On Ellis St., extending between Mason and Anna Lane Sts., now part of Fifth St. North, there were two one-story retail buildings and two hotels, one containing 125 rooms in 12 stories and the other containing 60 rooms in six stories. Remnants of parcels on the site required in part for the street extension have become interim automobile parking lots.

D. COMMUNITY SERVICES AND UTILITIES

Police. The project site is within the jurisdiction of the San Francisco Police Department's Central District Station at 766 Vallejo St. It is located in Statistical Reporting Area (RA) 362, bounded by Geary, Market, Eddy and Mason Sts. The area is patrolled by a 24-hour radio car. Foot patrols are assigned to the area when officers are available./1/ In 1979, RA 362 had the second highest reported number of incidents of criminal activity in the Central District. The total number of reported incidents in 1979 was 2,846; approximately 7% were violent crimes./2/ There are no private security personnel patrolling the site at present.

Fire./3/ The San Francisco Fire Department provides fire protection services to San Francisco. Engine One and Truck One from the station at 416 Jessie St., less than one-half mile from the site, would be the units of first response. Response time to the area is about two minutes. Low-pressure hydrants are located on all corners of the site block. A fire alarm box is located at Mason and Ellis Sts.

Water. San Francisco receives water from the Hetch Hetchy system. The project area is served by the University Mound Reservoir with a capacity of 140 million gallons. Current water use in San Francisco averages about

89 million gallons per day (MGD). Service to the site would be available from 12-inch diameter mains in Fifth St. North and Ellis Sts. and an eight-inch diameter main in Eddy St./4/

Wastewater. The Bureau of Sanitary Engineering of the Department of Public Works provides combined storm- and sanitary-sewer service to the project area. Service to the site would be available from the three-ft. by five-ft. rectangular brick mains in Taylor and Ellis Sts./5/

The North Point Pollution Control Plant, which receives stormwater and sewage flows from the area, receives average dry-weather flows of 52 MGD./6/ City treatment plants are not designed to handle storm flows from rainfall greater than 0.02 inches per hour; excess flows bypass the plants and discharge directly into San Francisco Bay. Plans are presently being implemented to reduce these overflows and bring the City sewer system into compliance with Regional Water Quality Control Board requirements. Bayside dry-weather facilities (secondary treatment) are scheduled to begin interim operation in December 1982. Dry-weather flows from the area would be treated at the Southeast Water Pollution Control Plant which would treat average dry-weather flows of 85 MGD. Peak capacity at the Plant would be 140 MGD after expansion. The North Point Plant would treat wet-weather flows until completion of the Citywide wet-weather system, probably near the end of the decade and at that point the North Point Plant would probably be closed./7/

Solid Waste. Domestic solid wastes in the area are collected daily by the Golden Gate Disposal Company under contract to the City and County of San Francisco./8/ Wastes are taken to a transfer station north of Brisbane and then transported to a landfill site at Mountain View Shoreline Regional Park. The landfill contract with the City of Mountain View expires in 1983 and no other agreements have as yet been secured for disposal of San Francisco's solid wastes at the Mountain View site or any other landfill site. The Sanitary Fill Company has prepared a proposal for a Resource Conversion Center, which would be constructed south of the site of the existing transfer station, in the City of Brisbane. Combustible and non-combustible materials would be separated and combustible materials would be burned to produce energy. Ferrous metals and a mixture of non-ferrous

metals would be recovered separately for sale. The remaining non-combustible material (glass, ceramic material, ash) would be sent to a landfill and would constitute less than 15% of the solid wastes as received. The City of San Francisco is currently reviewing this proposal and several other alternatives, but no decision has yet been reached./9/

Telephone. Telephone service is provided to the site block by Pacific Telephone and Telegraph Company.

NOTES - Community Services and Utilities

/1/ J. Shannon, Deputy Chief of Police, Administration, San Francisco Police Department, letter communication, 12 February 1980. This letter is available for public review at the Department of City Planning, Office of Environmental Review.

/2/ San Francisco Police Department, Incidents for Which a Police Report Was Made, by District, Plot and Crime, Jan - Dec, 1979. "Plot", in this case, refers to Statistical Reporting Area 362.

/3/ R. Rose, Chief Division of Planning and Research, San Francisco Fire Department, letter communication, 26 February 1980. This letter is available for public review at the Department of City Planning, Office of Environmental Review.

/4/ J. Kenck, Manager, City Distribution Division, San Francisco Water Department, letter communication, 14 February 1980. This letter is available for public review at the Department of City Planning, Office of Environmental Review.

/5/ M. Francies, Engineering Associate II, Sewer Investigation, Engineering Department, San Francisco Wastewater Program, letter communication, 14 February 1980. This letter is available for public review at the Department of City Planning, Office of Environmental Review.

/6/ R. Chin, Superintendent, North Point Pollution Control Plant, telephone communication, 20 February 1980.

/7/ D. Hayashi, Coordinator of Public Participation, San Francisco Wastewater Program, telephone communication, 7 March 1980, and D. Thompson, Public Clean Water Information Officer, telephone communication, 7 August 1980.

/8/ F. Garbarino, Office Manager, Golden Gate Disposal Company, telephone communication, 18 March 1980.

/9/ Resource Conversion Center, Final Environmental Impact Report, Prepared for the City of Brisbane, California, June 1980, State Clearinghouse Number 79051401.

E. ECONOMIC, EMPLOYMENT AND FISCAL ASPECTS

ECONOMIC AND EMPLOYMENT ASPECTS

Existing Uses: Block 330, the Project Site. There are currently four buildings, two vacant parcels (Lots 11 and 18) and a 150-space parking lot with a Fotomat kiosk occupying the project block. Two of the buildings, the 85-room Olympic Hotel (Lot 14) and the 36-unit 124 Mason St. apartment building (Lot 13), both fronting on Mason St., are not part of the proposed project and would be retained. Three retail uses, a grocery, a spa and a travel agency, are located on the ground floors of the Olympic Hotel and the apartment building. One building to be demolished, fronting on Eddy St. (Lot 12), has three stories and contains about 6,000 gross sq. ft. The upper two floors are vacant and a 2,000 gross-sq.-ft. bar occupies the ground floor. The second building to be demolished, at the corner of Mason and Ellis Sts. (Lots 15 through 17), contains about 8,400 gross sq. ft. This building was damaged by fire in January 1980; an adult bookstore occupying about 250 sq. ft. on the ground level is the sole tenant remaining in business. The 150-space parking lot with the Fotomat kiosk occupies about 14,000 sq. ft. (Lot 25).

Approximately 30 persons are currently employed on the project block. About 23 of these persons are employed at the Olympic Hotel, the 124 Mason St. apartment building, and the ground-level retail uses which would be retained. The bar, bookstore and parking lot with Fotomat located on the project site employ a total of about seven persons./1/

Occupancy rates at the Olympic Hotel average over 90% in the summer and about 30% in the winter. Room rates at the transient-tourist Olympic Hotel are between \$17 and \$24 per day. Tenants of the 124 Mason St. apartment building do not hold leases and tend to be transient. Rents range from \$120 to \$235 per month./2/

FISCAL ASPECTS

Existing Assessed Valuation and Property Taxes. Lots No. 11, 12, 15, 16, 17, 18 and 25 in Block 330 comprise the project site and have a total assessed valuation of \$512,700. At the 1979-80 total composite tax rate of \$4.97 per \$100 of assessed valuation, the existing site will generate about \$25,500 in property tax revenues this fiscal year. Of this amount, approximately \$21,700 (85%) will accrue to the City and County of San Francisco. The distribution of the 1979/80 composite tax rate is shown in Table D-1 of Appendix D, p. 286.

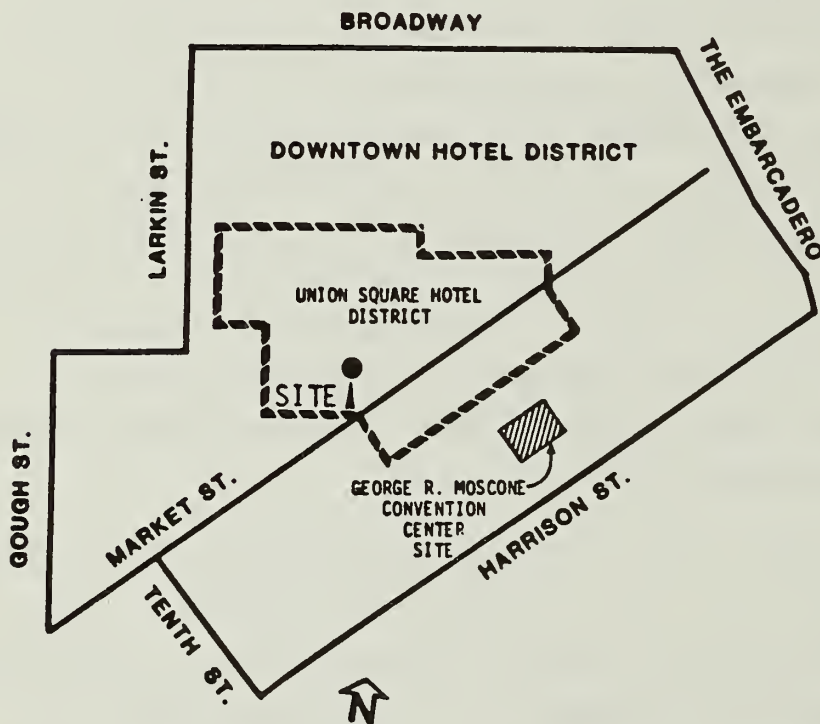
Sales and Payroll Expense Tax Revenues. Based on average gross receipts of \$50 per sq. ft., the bar, adult bookstore and Fotomat located on the site generated an estimated \$12,500 in 1978-9 in sales tax revenues (6.5% of \$192,500 annual gross receipts): the City and County of San Francisco received about \$2,400; BART \$1,000; and the State \$9,100. No payroll or business expense tax revenues are currently generated from the site; estimated taxes for the bar, bookstore, and Fotomat are each less than \$500 and therefore these businesses are eligible for small-business tax exemptions. Proposition Q, which would increase the payroll expense tax from the current rate of 1.1% to 1.5% per \$1,000 of eligible payroll, was approved by the voters in the June 1980 election. The measure was not passed by two-thirds of those voting as is required for a "Special Tax" under Proposition 13. The question of whether Proposition Q constitutes a "Special Tax" is currently being adjudicated.

Existing Costs. The City and County currently incur some costs to provide services to the project site, such as fire and police protection, street lighting and cleaning, and street and storm-drain maintenance. The Department of Public Works indicates that operating costs to provide services for individual developments cannot be reliably quantified in San Francisco./3/

SAN FRANCISCO HOTEL DEVELOPMENT: EXISTING CONDITIONS

Hotel Room Stock, Rates and Occupancy. There are currently an estimated 14,700/4/ quality hotel rooms/5/ in the downtown area, with daily room rates for single occupancy ranging from about \$30 to about \$110. The Union Square

downtown hotel district as defined by the San Francisco Convention and Visitors Bureau (the area generally bounded by Bush, Stockton, Sutter, New Montgomery, Second, Mint, Mission, Turk, Leavenworth, Geary and Hyde Sts.) which includes the project site, contains approximately 9,500 rooms or 65% of all quality rooms in the downtown area (see Figure 19). Sixteen hotels provide about 60% of the quality hotel rooms in the downtown area and have single-occupancy room rates of \$50 or more. Areawide occupancy rates are available only for first-class/9/ hotels which generally consist of hotels with daily room rates of \$50 or more. The current annual areawide occupancy rate for first-class hotels is estimated at about 82% in the 1978-79 fiscal year and 83% in the 1979-80 fiscal year./6/



SOURCE: San Francisco Convention and Visitors Bureau

FIGURE 19 : DOWNTOWN AND UNION SQUARE HOTEL DISTRICTS

- San Francisco Tourist Industry. According to the most recent available estimates of the San Francisco Convention and Visitors Bureau, there were an estimated 3.5 million combined (convention and non-convention) tourists in San Francisco in 1979; they spent an estimated total of \$1.054 billion, a 27% increase above 1978 total tourist expenditures. Tourists and commercial travelers (non-convention visitors) represent about 88% of total visitors and generated about 68% of total tourist expenditures. The average annual growth in tourists and commercial travelers was 12.9% from 1969 to 1979 and 7.2% from 1973 to 1979. During 1979 there were about 780 convention and trade shows in San Francisco, including about 30 events which had over 5,000 delegates each.
- Convention participants represented about 12% of total tourists, but generated about 32% of total tourist expenditures, making convention trade an important segment of the San Francisco tourist market. The average annual growth in convention delegates was 5.4% from 1969 to 1979 and 0.6% from 1973 to 1979. The most substantial decline was an 8.8% drop in convention visitors between 1977 and 1978. The principal reason for this decline was a lack of adequate facilities for conventions and large trade shows./7/ The completion of the George R. Moscone Convention Center in 1981 is expected to increase the number of convention visitors by 30% annually by 1985. An estimated 2,700 to 3,500 new rooms would be required in San Francisco to meet the increased hotel room demand by persons attending conventions at the George R. Moscone Convention Center./8/ Part of the new hotel room demand generated by the George R. Moscone Convention Center could be met by the 2,200 new hotel rooms currently proposed for the Yerba Buena Center on Assessor's Block 3706, located two blocks north of the George R. Moscone Center block. This room demand does not include increased room demand attributable to additional tourists, commercial travelers and participants at conventions elsewhere in the City.

Existing Hotel Room Demand. There is currently a shortage of quality hotel rooms in San Francisco, as indicated by the current loss of hotel business or "turn-away" demand for hotel accommodations in the City./9/ This turn-away demand occurs principally in the commercial traveler segment of the market when accommodations are full (or desired room sizes are not available) from Monday through Thursday, and in the tourist segment during weekends and the summer tourist season. Annual occupancy rates are a rough indicator of losses

in hotel business or turn-away hotel room demand. Occupancy rates of over 75% generally indicate that hotel occupancies were 95% and above for certain portions of the year, resulting in turn-away demand./10/

An increase in hotel rooms sufficient to recapture business currently being lost is not expected until 1982, when several new proposed hotels could be completed. Areawide occupancy rates are expected to rise from 82% to 84% and room rates are expected to increase 12% per year between 1980 and 1982.

Hotel Room Tax Contributions. The City and County of San Francisco levied a hotel room tax of 8% of gross room rental sales in 1979-80./11/ Approximately \$20 to \$22 million of total hotel room tax revenues will have been collected in San Francisco for fiscal year 1979-80./12/ About 16 hotels containing about 10,000 rooms, generated 67% of hotel room tax revenues collected in the 1978-79 fiscal year. Forty-one hotels (including the above-mentioned 16 hotels), containing about 14,300 rooms, generated about 85% of revenues; another 274 hotels (not including the 41 hotels mentioned above) generated the remaining 15% of revenues. Hotel room tax revenues increased at an average annual rate of 16% during the period from 1973 to 1978.

An Ordinance (Proposition O) which was passed in the June 1980 San Francisco election will increase the hotel room tax rate to 9.75% of gross room rental sales by adding a 1.75% surcharge. The purpose of this surcharge is to increase revenues to the City's General Fund./13/

● TENDERLOIN PROPERTY MARKET

An examination of the Tenderloin property market for the period of 1975-80 was conducted in December 1980, to determine current property market trends in the Tenderloin. Based on examination of sales and property transaction records located in the Assessor's and Recorder's Offices, and interviews with City appraisers/14,15,16,17/, the Tenderloin property market was found to be characterized by comparatively low land values; coupled with the unique location and development opportunities of the Tenderloin, this situation has led to increasing land values and property speculation.

Location Advantages. The Tenderloin provides a unique property market because it contains comparatively low-cost land and is centrally located. It is near to Downtown, an established area of San Francisco's economy, which is expected to have continuing steady growth, and to three other areas of San Francisco which are expected to become the new major growth areas of the City during this decade. These areas are: South of Market, which is expected to have major growth in office, commercial and housing development; the Yerba Buena Center/George R. Moscone Convention Center, which is expected to become the hub of the San Francisco tourist industry; and the Van Ness Ave./Franklin St. corridor which is anticipated to have several housing and office developments./18/

Comparative Low Cost of Land. The assessed value of land in the Tenderloin increased by about 30% between 1970 and 1976, compared with a 48% increase for the City as a whole. During 1980 property sold for an average of about \$25-30 per square foot; property in the eastern Tenderloin sold at the lower end of this range./15/ In 1980 apartment units cost an average of \$8,000 - \$11,000 per unit and residential hotels an average of between \$5,000 and \$9,000 per unit. The purchase price of buildings average between \$12 and \$22 per sq. ft., compared to between \$18 and \$32 in other downtown commercially zoned districts./14,16/ Tenderloin properties are estimated to increase 10% each year while in other areas of the City properties appreciate at 15% - 20% each year./14/

Factors Affecting Tenderloin Property Market. In addition to the central location advantages and low cost of land in the Tenderloin, the following factors have been identified as increasing the pressure for development there.

- George R. Moscone Convention Center. Anticipated growth in the number of convention visitors to the City, resulting from the opening of the Moscone Convention Center has contributed to the increased demand for hotel space in the Tenderloin neighborhood.
- Tourist Industry. Related to the growth in convention tourist trade from the opening of the George R. Moscone Center and the overall strength of

tourist industry in San Francisco which is expected to continue and increase. The increased potential to capture tourist dollars has contributed to increased demand for land in the Tenderloin for commercial, retail and hotel development.

- Proposed Hotel Development. The announcement of three hotel developments in the eastern Tenderloin, including the proposed project, has contributed to the increased value of land, particularly on the blocks which have frontages opposite the three proposed hotels. Should the hotels be built, properties located on these blocks would have the potential to capture tourist retail trade, which would be more profitable than many of the marginal neighborhood businesses currently occupying those blocks. The demand for small transient and residential hotels could also increase with development of the hotels, thereby increasing the value of these properties.
- Zoning. The Tenderloin provides relatively inexpensive, commercially zoned land near the Downtown. Commercial office development is expected to extend to the west along Van Ness Ave., which forms the western boundary of the Tenderloin. As this occurs the Tenderloin property will become more valuable because it provides both commercial and residential development opportunities.
- Planned and Existing Tenderloin Revitalization Programs. Public programs currently in effect or planned to upgrade the Tenderloin and retain its residential uses, may have influenced property values in the area. Major public revitalization programs currently in effect include RAP and rehabilitation programs funded by Community Block Grants./19/ Planned programs include the UDAG proposal which was awarded in December 1980. The Section 8 Rental Assistance program is also considered to increase the value of Tenderloin property because landlords have a source of steady income from their rental units which makes rental property a less risky investment.
- Gentrification/20/. A few apartment owners in the Tenderloin have reported that renters, pushed out by increased rents in other

neighborhoods of the City, have begun looking at lower cost housing in the Tenderloin, particularly on the fringe areas near Polk Gulch./16/ This new group of renters are generally employed and middle class, and are considered by apartment managers to be better, more stable tenants than many of the transient and low-income residents of the Tenderloin. Competition from a more upwardly mobile, stable population for housing units by would be expected to increase the value of land in the Tenderloin. Many of the public programs intended to revitalize the Tenderloin are considered to have a gentrifying effect on the Tenderloin property market by increasing property values.

Speculation. Although no comprehensive study of the Tenderloin property market has been conducted, the City appraiser for the Tenderloin area states that speculation has been occurring in the Tenderloin during the past 5 years, particularly during 1979 and 1980; the extent of the speculation cannot be determined, but is evidenced by the property transactions shown in Table 2F./16/

The large percentage increase in selling prices and the wide variation in price per unit indicates that the Tenderloin property market is unstable and that speculation could be occurring in anticipation of future development opportunities and planned developments such as the proposed hotel development and the opening of the George R. Moscone Convention Center. All of the properties listed in Table 2F are within one block of the eastern Tenderloin hotel core area. Residential hotels farther away from the core area were sold for lower prices, but there was also a wide variation in prices. For example, the Kinney Hotel located at 410 Eddy St. on Assessor's Block 334 sold for about \$3,500 per unit (May 1979) and the Oxford Hotel located at 101 - 21 Turk St. on Assessor's Block 339 sold for about \$5,600 per unit (May 1979). The 646 Ellis St. apartment building on Assessors Block 321 sold for approximately \$7,200 per unit (November 1979). In comparison, the 421 Ellis St. apartments sold for about \$19,800 per unit (August 1979). The wide variation in prices can be partly attributed to the condition of individual properties.

● TABLE 2F: SPECULATION IN THE TENDERLOIN RESIDENTIAL PROPERTY MARKET:
SELECTED EXAMPLES, 1980

Hotel Name/ Building Address/ No. of Units	Assessors Block No.	Type of Use*	Recorded Sales Price (millions of \$)	Price per Unit (thousands of \$)
120 Ellis St.** (72 rooms)	334	RH	\$2.29	\$31,800
111 Mason St. (65 rooms)	341	APT	\$1.37	\$21,100
Hotel Ritz*** 202 Eddy St. (120 rooms)	331	RH	\$.93	\$ 7,800
New Dalt Hotel 34 Turk St. (179 rooms)	340	RH	\$1.15	\$6,200

* RH refers to a residential hotel and APT refers to an apartment building.

** The hotel at 120 Ellis St. was purchased in 1974 for approximately \$800,000; the recent purchase price represents a 286% increase over the 1974 purchase price.

***The Hotel Ritz was purchased in 1976 for approximately \$425,000; the recent purchase price represents a 47% increase over the 1976 purchase price.

SOURCE: San Francisco Assessor's Office; North of Market Planning Coalition, February 1980, Research Papers on San Francisco's Tenderloin Neighborhoods, prepared by the San Francisco Study Center, pp. 41-44; and Environmental Science Associates.

Development Constraints. Although the Tenderloin is considered to have many development opportunities, it still is considered to have constraints that would limit large-scale development in the neighborhood. The City appraiser indicates that it would be very difficult for large-scale development to occur in the Tenderloin because land parcels are small and individually owned, making it difficult to assemble large sites of land for development. In most cases, development would require the demolition of residential units, which has become increasingly difficult to do in San Francisco without the added development cost of providing replacement units or contributions to the City's Housing Development Fund. Finally, the Tenderloin is still considered an unsafe area and extensive upgrading of the area would have to occur to attract property investors./16/

● NOTES - Employment, Economic and Fiscal Aspects

/1/ G. Hertz, Owner, Tivoli Properties, telephone communications, 22 February and 11 March 1980.

/2/ M. Ordano, Owner, Hotel Olympic and 124 Mason St. apartment building, telephone communication, 10 March 1980.

/3/ R. Evans, Assistant Director, San Francisco Department of Public Works, telephone communication, 27 March 1980.

/4/ Estimates of the downtown hotel room stock were determined in consultation with D. Hess, Assistant Manager, San Francisco Convention and Visitors Bureau, telephone communication, 1 April 1980. The total estimated 14,700 downtown hotel rooms do not include 1,500 hotel rooms located in the Fisherman's Wharf area.

/5/ There is no standard definition of quality hotel rooms in San Francisco. Various private automobile and travel associations such as the American Automobile and Mobile Travel Association rate the quality of San Francisco hotels, but each organization uses different criteria so that there is no uniform rating classification. The San Francisco Convention and Visitors Bureau does not classify hotels. Conversations with D. Hess, Assistant Manager of the San Francisco Convention and Visitors Bureau, and with J. Wilkensen, a Financial Analyst at Laventhol and Horwath (a certified public accounting firm specializing in hotel developments), indicate that hotels containing quality hotel rooms in San Francisco generally have average single-room rates of \$50 (1980 dollars) and one or all of the following services and amenities: air conditioning; swimming pool / health club; 24-hour room service; a specialty restaurant; entertainment lounge; and free guest parking. First-class and deluxe first-class hotels are considered quality hotels and would have most or all of the services and amenities mentioned above.

/6/ Laventhol and Horwath, 1 March 1979, Projected Hotel Tax Collections for San Francisco, Schedule 2; hereinafter referred to as Laventhol and Horwath.

/7/ San Francisco Convention and Visitors Bureau, June 1978, 1978 Annual Report.

/8/ Laventhol and Horwath, p. 5; and R. Sullivan, General Manager, San Francisco Convention and Visitors Bureau, telephone communication, 4 April 1980.

/9/ Laventhol and Horwath, December 1979, Proposed 1000-Room Ramada Hotel, Market Study with Financial Projections, p. VI-8.

/10/ Laventhol and Horwath, Schedule 4.

/11/ J. Igoe, Project Coordinator, George R. Moscone Convention Center, telephone communication, 21 March 1980; P. Dement, Administrator, Hotel Tax Fund, Chief Administrator's Office, City of San Francisco, telephone communication, 29 January 1980; and San Francisco Board of Supervisors,

III. Environmental Setting

22 May 1978, Hotel Room Tax Fund Allocations, Ordinance No. 251-78, File No. 237-78.

/12/ J. Wilkensen, Hotel Financial Analyst/Consultant, Lavenholm and Horwath, telephone communication, 1 April 1980.

/13/ San Francisco Board of Supervisors, 12 March 1980, Hotel Occupancy Tax Surcharge (Proposition O), File No. 128-80-1.

/14/ City and County of San Francisco, Assessors Office, 1967 - 1980 Sales Ledgers and In-Situ Property Index.

/15/ City and County of San Francisco, Recorder's Office, undated, Deed of Sale Records and Property Transfer Tax Records, Books C and D.

/16/ L. Swanson, Appraiser, City and County of San Francisco, Assessor's Office, personal communication, 11 December 1980; and telephone communication, 6 January 1981.

/17/ H. McKenzie, Chief Appraiser, telephone communication, 7 January 1981.

/18/ Environmental Science Associates, March 1979, "Downtown San Francisco: Major Development Activity 1975 - 80," Unpublished.

/19/ Public Response Associates (PRA), September 1980, Survey of the North of Market Rehabilitation Assistance Program, Real Estate Department, City and County of San Francisco. PRA conducted a survey to determine the impact of RAP in rents, tenant dislocation and housing abandonment in the North of Market RAP area; results of that survey indicate that there has not been any substantial displacement caused by the program. RAP program is still considered by some to increase development pressure in the Tenderloin.

/20/ Gentrification is a process, recently introduced to urban planning theory, that replaces weak economic groups with strong economic groups by economically and physically revitalizing a neighborhood. The most commonly known process of gentrification is when middle-class singles or couples move into run-down, economically poor areas of a city and buy property that they rehabilitate. Eventually this process increases property values and can replace entire neighborhoods with a new, higher income group.

F. TRANSPORTATION, CIRCULATION AND PARKING

STREET AND FREEWAY SYSTEM

The project site is in the block surrounded by Fifth St. North and Ellis, Mason and Eddy Sts. The grid street system in the site vicinity consists mainly of one-way streets, introducing an element of travel circuitry for vehicular trips. The traffic movement on the streets immediately adjacent to the site is in one direction, moving in a counter-clockwise fashion; traffic moves westbound on Ellis St., southbound on Mason St., eastbound on Eddy St. and northbound on Fifth St. North. This pattern does not serve the site to the best advantage because curbside loading and unloading are made on the left side of each street. The street system in the site vicinity is shown in Figure 1, p. 8 and Figure 31, p. 124. The right-of-way characteristics for the surrounding streets are listed in Table E-1 of Appendix E, p. 287; the study area was bounded by Fifth St. North, and Eddy, Jones, Geary, Powell and Ellis Sts. Transit preferential streets and Major Thoroughfares as designated in the Transportation Element of the San Francisco Comprehensive Plan are shown in Appendix E, Figure E-1, p. 290. There are no Secondary Thoroughfares, Recreational Streets or Bicycle Routes as designated by that Plan in the site vicinity. The current daily, evening peak-hour, and highest eight-hour traffic volumes for the streets receiving the highest impacts from project traffic are listed in Table 3.

Regional service is provided by the freeways - Interstate Routes 80 and 280. The westbound on-ramps to Route 80 are located at Fourth St. and at Seventh St.; there is an eastbound on-ramp at Fifth St., providing a connection to Interstate Route 480 and the Oakland - Bay Bridge. The westbound on-ramp to Route 280 is at Sixth St. These ramps are from 3/4 to 1 mile south of the site. Further south, both Interstate routes have interchanges with U.S. Route 101.

TABLE 3: 1980 VEHICLE VOLUMES IN THE HOTEL VICINITY

<u>Street</u>	<u>Section</u>	<u>24 Hours*</u>	<u>Peak Hour**</u>	<u>Max. 8 Hours</u>
Turk	Mason-Jones	6,200	500	3,530
Eddy	N. Fifth-Jones	5,700	520	3,250
Ellis	Stockton-Jones	12,600	990	7,190
O'Farrell	Stockton-Jones	11,300	660	6,440
Geary	Stockton-Jones	14,000	1,120	7,980
Stockton	Market-O'Farrell	10,500	900	6,000
N. Fifth	Market-O'Farrell	7,500	600	4,280
Mason	Market-O'Farrell	5,700	460	3,250
Taylor	Market-O'Farrell	10,700	890	6,100
Fourth	Market-Mission	8,400	760	4,800
Fifth	Market-Mission	11,700	1,000	6,700
Sixth	Market-Mission	12,900	1,100	7,380
Seventh	Market-Mission	17,000	890	9,690
Market	Fourth-Seventh	8,800	750	5,010

*Daily traffic volume data and maximum eight-hour counts were derived from historical data for 1974-1976 obtained from City Bureau of Traffic Engineering records. These volumes were updated and modified as necessary by peak-hour traffic counts made on Friday, 20 July 1979 and on Tuesday, Thursday, Friday and Monday, 19, 21, 22, and 25 February 1980.

**Peak-hour volumes are for the single peak hour during the peak period between 4:00 and 6:00 p.m. These volumes are based on manual intersection counts made on the weekdays noted above.

The four intersections at the corners of the project block are signalized. Volume/capacity analyses were made for these intersections to ascertain their current operating conditions. (Volume/capacity ratios were computed using critical lane procedures, with reductions in standard lane capacity values to account for the heavier than normal pedestrian movements.) The capacity analyses were extended to include the intersections of Fourth, Fifth, Sixth and Seventh Sts. with Market St., since these streets would be used as routes to and from the freeway ramps leading to the regional airports. Traffic congestion increases as the volume/capacity ratio approaches 1.0. (Operating conditions described by Levels of Service A through F and corresponding volume/capacity ratios are described in Appendix E, Table E-2, p. 293.) The current volume/capacity ratios of these intersections during the PM peak hour are listed in Table 4. As shown in the Table, all intersections studied are currently operating at Level C or better.

PARKING AVAILABILITY

Existing off-street parking facilities in the project area are shown in Appendix E, in Figure E-12, p. 304. Surveys of these facilities conducted on Wednesday, 18 July 1979 and Saturday, 16 February 1980 indicated that a total of about 5,360 spaces are provided. Of these, about 1,070 are rented on a monthly basis, leaving about 4,290 spaces, or about 80% of the total, available for public use. These include the existing spaces on the sites of the proposed project (150 spaces) and of the proposed Holiday Inn (80 spaces) at Mason and O'Farrell Sts., and the public spaces (213 spaces) in the existing Hilton Hotel garage. At the project and Holiday Inn sites, the spaces would be eliminated by the construction of the proposed hotels; at the Hilton Hotel, the public spaces would remain the same following the construction of the proposed Tower No. 2.

Details of the operation of the off-street lots in the vicinity are shown in Appendix E, Table E-3, p. 305. As noted in the Table, many of the lots experience a second loading and unloading in connection with theater traffic

TABLE 4: 1980 P.M. PEAK-HOUR* VOLUME/CAPACITY RATIOS AND LEVELS OF SERVICE**
(Based on weekday counts taken in July 1979 and February 1980)***

<u>Intersection</u>	<u>V/C Ratio</u>	<u>LOS</u>	<u>Critical Approach (Direction)</u>
Ellis - Mason	0.76	C	Westbound
Ellis - Fifth St. North	0.61	B	Northbound
Eddy - Mason	0.57	A	Southbound
Eddy - Fifth St. North	0.50	A	Northbound
Fourth - Market	0.50	A	Southbound
Fifth - Market	0.46	A	Northwest Bound
Sixth - Market	0.74	C	Eastbound
Seventh - Market	0.54	A	Northwest Bound

*The peak hour is the single hour with the highest volume/capacity ratio, occurring between 4:00 and 6:00 p.m.

**Capacity is defined as Level of Service (LOS) E; see Table E-2, p. 293.

***Traffic counts and schematics of the geometric designs of the intersections are given in Figures E-2 through E-11 of Appendix E, pp. 294 - 303.

in the evening. The average weekday occupancy rate of all the offstreet facilities is about 83% of the spaces available for public use. The turnover rate, in vehicles per stall per weekday, varies from 0.6 to 3.0.

The figure for the number of available spaces does not describe the full number of off-street parking spaces sometimes available to the public. Most hotels in the area make their parking lots available for public use when the lots are not reserved for guest parking. This supply varies with the hotels' business cycle and, therefore, is not available at peak times. Also, parking lot attendants seldom turn away a short-term customer. All of the stalls might be filled, but these customers are accepted and the vehicles stored in

service areas, aisles, or any other space which might be available. This supply is acknowledged but its amount is unknown. Short-term off-street parking is generally available throughout the normal business day.

Two actions by the City affect the off-street parking conditions in the vicinity of the site. The first is an ordinance passed in 1975 prohibiting the installation of new parking facilities external to, but within walking distance of, the Moscone Center; the exception is accessory parking, which would be the case with guest parking at the hotel. The second is an amendment to the Transportation Element of the Comprehensive Plan placing the site within an area peripheral to the Downtown Core area designated as appropriate for short-term parking facilities./1/

Existing on-street spaces as of February 1980 were inventoried on streets in the vicinity of the project site. The area surveyed was bounded by McAllister, Leavenworth, Sutter, Grant, Mission and Market; Sutter, Grant and Mission Sts. themselves were not surveyed. These spaces are broken down by street and type in Table E-4 of Appendix E, pp. 306-308. The totals of the inventory are:

<u>Metered Regular</u>	<u>Metered Loading</u>	<u>Yellow Zones</u>	<u>White Zones</u>	<u>Taxi Zones</u>	<u>Green Zones</u>	<u>Handicapped</u>
723	102	198	154	8	9	1

The occupancy rate for on-street parking is about 94% during typical week days. Observations ranged from a low of about 88% to a high of 100% at mid-day. The turnover rate is estimated at 1.8 vehicles per hour per space. There is no evidence that on-street parking is readily available at night, since parking is saturated at any hour when special events are held in the area.

Overall use of on-street parking spaces is conditioned by several factors. The general scheme to handle peak-hour movement is to prohibit parking between 7:00 a.m. and 9:00 a.m. on the eastbound (inbound) streets and between 4:00 p.m. and 6:00 p.m. on the westbound (outbound) streets in the area of the project site. Also, some metered spaces are designated as truck loading zones

from 7:00 a.m. to 1:00 p.m. or during the afternoon period. The standard loading (yellow) zones apply from 7:00 a.m. to 6:00 p.m. (unless peak hour parking is prohibited) from Monday through Saturday. These zones are available for general parking at other times except when prohibited to allow street sweeping. The passenger loading zones apply whenever the adjacent business is open, which in some cases is 24 hours a day, seven days a week.

PEDESTRIAN SETTING

Pedestrian traffic on the sidewalks adjacent to the site was counted at the noon and afternoon peak periods on 1980 weekdays. The flow level for pedestrian traffic was then calculated and is shown in Table 5 below. Pedestrian flow levels are defined in Table F-1, Appendix F, p. 309.

TABLE 5: 1980 WEEKDAY PEDESTRIAN VOLUMES ON SIDEWALKS ABUTTING THE PROJECT SITE* - PEAK 15-MINUTE PERIODS

Sidewalk	Effective Width**ft.	One-Hour Volume Mid-Day*** P.M.		Maximum 15 Minutes			
				Rate+ Mid-Day P.M.		Pedestrian Flow Level++	
						Mid-Day	P.M.
Fifth St. North	6	270	210	1.0	0.8	Unimpeded	Unimpeded
Eddy Street	9	570	700	1.4	1.7	Unimpeded	Unimpeded
Mason Street	9	270	250	0.7	0.6	Unimpeded	Unimpeded
Ellis Street	9	440	380	1.1	0.9	Unimpeded	Unimpeded

*Based on counts taken on Wednesday, Monday, Thursday, Monday and Tuesday; 13, 18, 21, 25, 26 February 1980.

**Midblock

***12:00 noon to 1:00 p.m.

+Pedestrians per foot of effective width of sidewalk per minute.

++See Appendix F, Table F-1, p. 309, for a discussion of pedestrian flow levels.

Pedestrian traffic at p.m. peak hour crossing at the intersections adjacent to the site was counted on Monday and Thursday on 25, 28 February 1980, and the results are shown in Table F-2 of Appendix F, p. 310. In general, peak-hour pedestrian traffic was observed to move unimpeded along the sidewalks and through the intersections. Pedestrian crossings are prohibited at certain corners in the project vicinity. Although the prohibitions are often ignored, they do concentrate pedestrian movements in the permitted crosswalks (see, for example, Fifth St. North at Eddy St., Table F-2, p. 310).

It is assumed that there would be a strong attraction of future pedestrian traffic to Market St. in connection with transit use, commercial attractions, and especially, the Moscone Center which is now under construction. Therefore, the count program was expanded to include Market St. crossing points used at this time and to serve as a base for evaluating movement to and from the Moscone Center. Present pedestrian crossing traffic is shown in Table F-3 of Appendix F, p. 310. The peak pedestrian traffic occurs during the noon hour.

TRANSIT SERVICE

Transit service in the project area is provided on a local and regional basis as shown in Table 6. Transit-preferential streets in the surrounding area include Geary St. for outbound (westbound) buses, O'Farrell St. for inbound (eastbound) buses, and Market St. Muni transit routes within the surrounding area are shown in Figure 20, p. 57. Also shown are the Powell St. BART station and the Airporter Bus terminal, completed in July 1980.

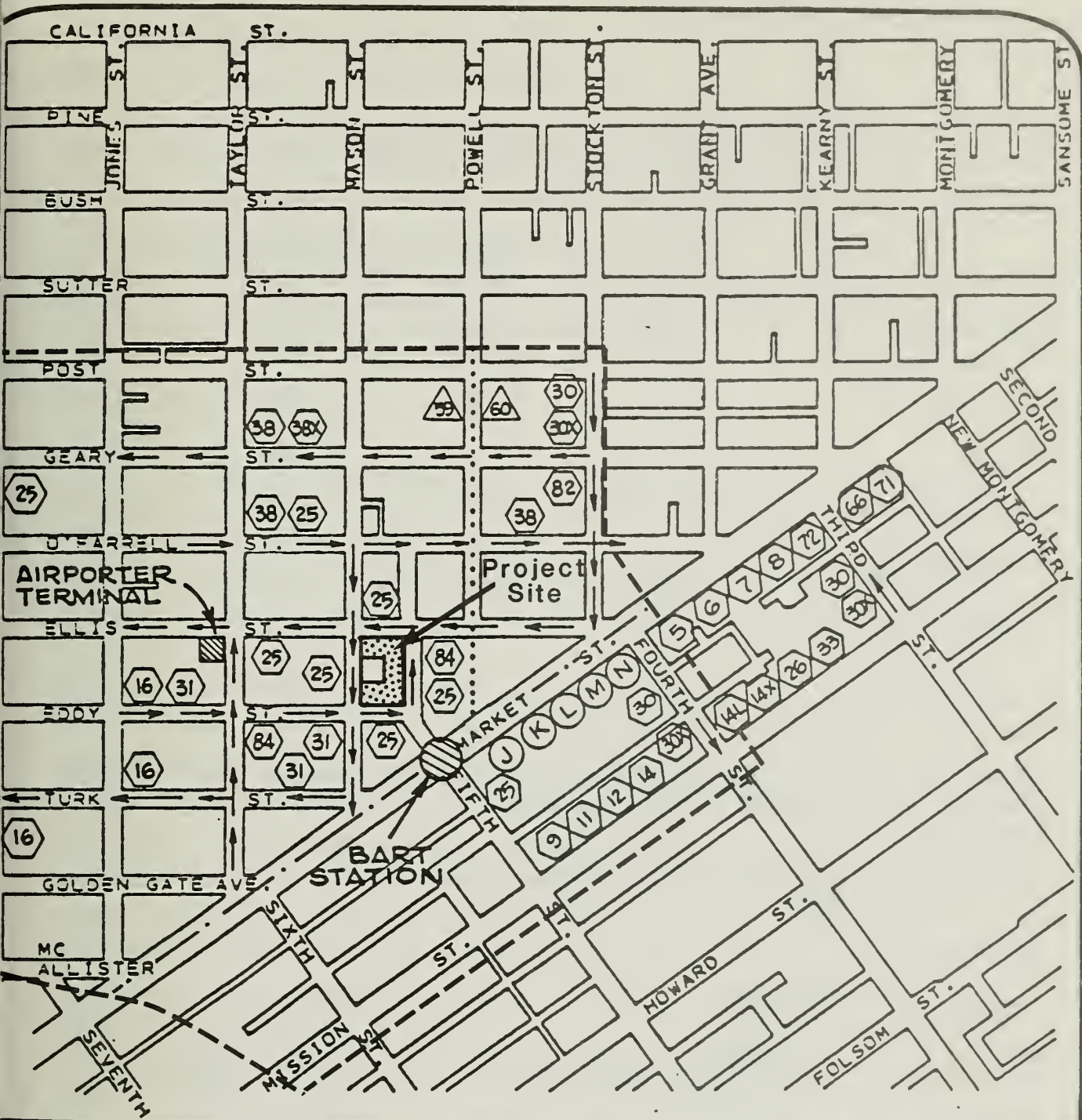
Muni ridership on the lines shown in Figure 20, p. 57 (except cable cars), has been projected through 1982 by the Department of City Planning (see Table 7, p. 58). Outbound peak-hour ridership volumes are expected to reach 92% of total capacity by that year, where bus capacity is considered to include one standee for every two seated patrons. The Powell St. cable car lines (59 and 60) were observed to be operating at or near capacity during the 4:00 to 6:00 p.m. period at O'Farrell St. two blocks northeast of the project site. P.M. peak-hour ridership in January 1980 was 1520 persons, about 84% of the 1,800-person capacity.

III. Environmental Setting

TABLE 6: TRANSIT SYSTEM SERVICE AREAS AND AVAILABILITY IN THE PROJECT VICINITY

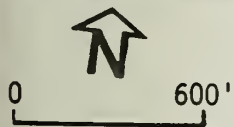
<u>Transit System</u>	<u>Service Area</u>	<u>Available at</u>
Muni	Local - San Francisco Area	See Figure 20, p. 57
BART	Local - Southwest San Francisco Regional - East Bay, Daly City	Powell St. Station Market and Fifth at Hallidie Plaza
AC Transit	Regional - East Bay	Terminal - Mission & First
SamTrans	Regional - Peninsula	Mission & Fifth
Southern Pacific Railroad	Regional - Peninsula	Terminal - Fourth & Townsend
Golden Gate Coach Ferry	Regional-North Bay	Bus - Van Ness & O'Farrell Ferry - Terminal Ferry Bldg.
Airporter (private)	San Francisco and Oakland Airports	Terminal at Ellis and Taylor
Lorries (private)	San Francisco and Oakland	On call to hotels
Harbor Carriers	Regional - North Bay	Ferry Bldg.

Two existing Muni lines in the immediate area of the project are proposed to be changed. A full discussion of these changes is included in the San Francisco Municipal Railway Five-Year Plan 1979-1984./2/ The 25-line designation will be retired, and its coverage northerly off Market St. will be included in line 27. This line will operate on Fifth St. North and Ellis and Taylor Sts. outbound and on Jones St., Ellis St. and Fifth St. North inbound. The 31-line now runs inbound on Eddy St. and Fifth St. North to Market St. and outbound on Turk St. from Market St. The outbound move will be changed to Fifth St. North from Market St. and out Eddy St./3/



LEGEND

- — STREET CAR / METRO
- △ — CABLE CAR
- STUDY AREA BOUNDARY



SOURCE: San Francisco
Municipal Railway

FIGURE 20: TRANSIT LINES IN THE PROJECT VICINITY

III. Environmental Setting

TABLE 7: 1980 PEAK-HOUR* TRANSIT RIDERSHIP AND CAPACITY

	<u>Riders</u>	<u>Capacity</u>	<u>% of Capacity</u>
Muni**	15,900	17,400	86
BART Transbay	9,000	11,800	76
Westbay	8,000	11,800	68
AC Transit	9,600	11,300	85
SamTrans	1,000	1,250	80
Southern Pacific	7,000	10,000	70
Golden Gate Coach	6,200	6,900	90
Ferry	1,370	2,100	65
Airporter (private)	300	400	75
Harbor Carriers	430	700	61
Lorries*** (private)	40	50	80

*Peak direction only; peak travel for all systems occurs between 4:00 p.m. and 6:00 p.m.; Muni ridership is from 1982 projections by the Department of City Planning.

**Lines: J, K, L, M, N, 5, 6, 7, 8, 9, 11, 12, 14, 14L, 14X, 16, 25, 30, 33, 38, 38X, 66, 71, 72; total does not include cable cars.

***On call to hotels

Data Sources

<u>Agency</u>	<u>Personnel</u>	<u>Date</u>
BART	J. Stamas	16 April 1980
AC Transit	Offices of A. Winkler and W. Robinson	16 April 1980
SamTrans	L. Stuek, Supervisor of Program Development	16 April 1980
Southern Pacific Railroad	F. Pera, Manager - Commuter Traffic	21 February 1980
Golden Gate Transit	A. Zahraodnrk, Transportation Planner	21 February 1980
Airporter	J. Leonoudakis	21 February 1980
Harbor Carriers	C. Hogan, Dispatcher	21 February 1980
Lorries	T. Ruiz, Manager	21 February 1980

NOTES - Transportation, Circulation and Parking

/1/ From Revisions to the Transportation Element of the Master Plan Regarding Parking (City Planning Commission, 1977).

/2/ San Francisco Municipal Railway, Five-Year Plan, 1979-1984 (Muni, 1979).

/3/ These changes are contingent either on making Ellis St. and Eddy St. two-way streets or on installing contra-flow transit lanes. In the latter case, the street would remain one-way for private vehicles, but the exclusive transit lane would run in the opposite direction.

G. AIR QUALITY

The Bay Area Air Quality Management District (BAAQMD; formerly the Bay Area Air Pollution Control District, BAAPCD) operates an air quality monitoring station approximately 0.6 miles to the southwest of the site. A three-year summary of the data collected at this station, the corresponding air quality standards and a discussion of major pollutants appear in Appendix G, p. 311.

San Francisco's air quality is the least degraded among the developed portions of the Bay Area. The prevailing westerly and northwesterly winds tend to carry pollutants from the City to the East Bay and South Bay. Annual fluctuations in air quality are due to a combination of meteorological factors, which vary unpredictably, and pollutant emissions, which have been decreasing in the Bay Area and are expected to continue to do so in the near future. Highest annual pollutant concentrations in San Francisco, while exhibiting alternating fluctuations due to meteorology, have shown an overall improvement during the 1971-1979 period. However, annual numbers of violations of air quality standards, while exhibiting similar fluctuations, have not shown any clear overall trend during the same period. In 1979 a total of three excesses of the carbon monoxide and particulate standards occurred.

The Bay Area Air Basin has been designated by the California Air Resources Board (CARB) as a non-attainment area for ozone (oxidant) and carbon monoxide; San Francisco is a non-attainment area for particulate (i.e., the standards for these pollutants are now and are expected to continue to be violated). A regional Air Quality Plan was recently adopted which establishes control

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strategies (stationary source and mobile source emission controls and transportation improvements implemented by CARB, BAAQMD, and MTC) to attain and maintain the standards by 1982 or 1987./1/

NOTE - Air Quality

/1/ Association of Bay Area Governments, BAAQMD, and Metropolitan Transportation Commission (MTC), January 1979, 1979 Bay Area Air Quality Plan, San Francisco Bay Area Environmental Management Plan. The Federal Clean Air Act Amendments of 1977 mandate that the ozone and carbon monoxide standards be attained by 1982, although a five-year extension is possible, and that the particulate standard be attained by 1987.

H. NOISE

As is typical of downtown San Francisco, the noise environment of the site is dominated by vehicular traffic noise. Ground-level noise was measured at the two locations near the project site which carry the highest traffic volumes or would experience the greatest project-generated traffic increase, during the afternoon of Wednesday, 2 April 1980 (see Figure 21). The results are shown in Table 8.

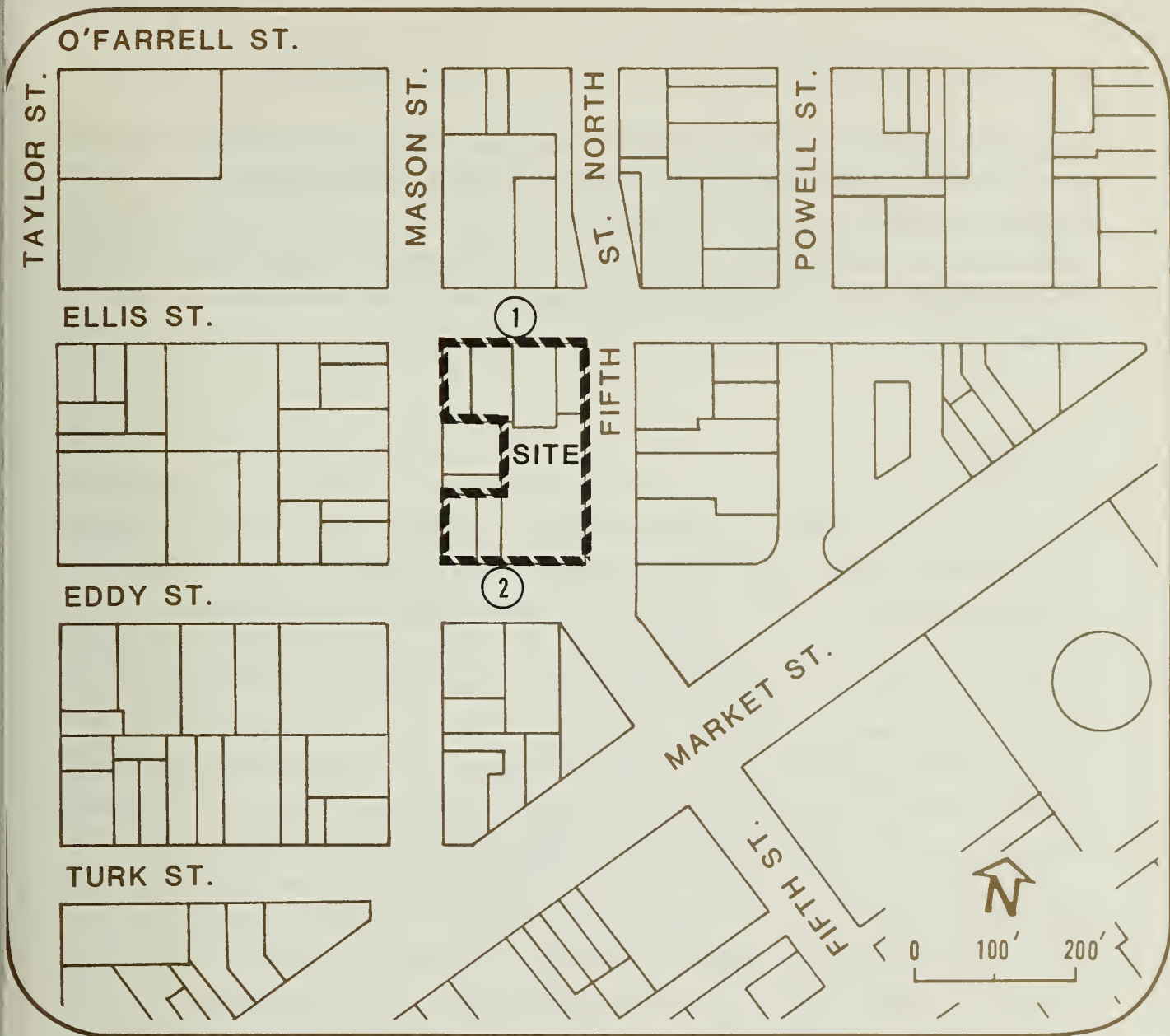
TABLE 8: NOISE LEVELS NEAR PROJECT SITE

<u>Location</u>	<u>Approximate L10*</u> <u>(dBA)***</u>	<u>Estimated Ldn**</u> <u>(dBA)***</u>
1. Eddy St. between Mason St. and Fifth St. North	69	66
2. Ellis St. between Mason St. and Fifth St. North	73	70

*L10 is the noise level exceeded 10% of the time. The L10 was measured at the location shown on Figure 21, p. 61 between 4:00 and 6:00 p.m., on Wednesday 2 April 1980, with a Bruel and Kjaer sound level meter Type 2205 with a piezo-electric microphone type 4117.

**Ldn, the day-night average noise level, is a noise-level descriptor based on human reaction to cumulative noise exposure over a 24-hour period, taking into account the greater annoyance of nighttime noises (noise between 10:00 p.m. and 7:00 a.m. is weighted 10 dBA higher than daytime noise). Ldn is calculated on the basis of known traffic level variations over the 24-hour day.

***dBA is the measure of sound in units of decibels (dB). The "A" denotes the A-weighted scale which simulates the response of the human ear to various frequencies of sound.



SOURCE: Environmental Science Associates, Inc.

FIGURE 21: NOISE MEASUREMENT LOCATIONS

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The Environmental Protection Element of the San Francisco Comprehensive Plan (adopted 19 September 1974, p. 17) indicates an Ldn of 70 dBA on Eddy St. and 65 dBA on Mason St. in 1974. (See Appendix H, p. 313, and Table 8, p. 60, for definitions of Ldn and dBA.) The differences between the levels shown in the Plan and measured levels may be attributed to variations in traffic characteristics and differences in analysis methodology.

I. ENERGY

Pacific Gas and Electric Company (PG&E) provides gas and steam service in the vicinity of the site. Electricity is provided from Substation Y at the northeast corner of Larkin and Eddy Sts. Present electrical voltage distribution to the area is 12,000 volts./1/ PG&E obtains a portion of its electrical energy from renewable resources including geothermal and hydrologic power; it will meet new demands for energy primarily by increasing the use of non-renewable coal, oil, natural gas and nuclear fuels. Among the major new power plants which are anticipated by PG&E are the Diablo Canyon nuclear power plant in San Luis Obispo County, the proposed Portrero Unit Number Seven natural-gas-fired power plant in San Francisco County, and the proposed Montezuma coal-fired power plant in Solano County. Smaller increases in generating capacity will come from additional geothermal plants and, in response to Public Utility Commission (PUC) orders, from co-generation projects which generate electricity in combination with industrial processes which already use fossil fuels as a source of heat. PG&E also anticipates increased purchases of electricity from other utilities; this power would come primarily from hydroelectric and nuclear power plants in Washington state. (L. Cordner, Engineering Office Representative, San Francisco Division, PG&E, telephone communications, 7 February and 15 April 1980.)

J. GEOLOGY, SEISMICITY AND HYDROLOGY

GEOLOGY

The site is generally level with a slight slope rising to the northwest. The average elevation is about 40 ft. San Francisco City Datum (SFCD) which itself is 8.6 ft. above Mean Sea Level.

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The underlying deposits on the site are mapped as undifferentiated, surficial deposits. They are likely to be composed of unconsolidated sand and clay, alluvium, slope debris, and Bay mud. Occasionally dune sand and beach deposits are included in this material./1,2/ Some fill material and remnants of previous buildings, such as basements or foundation materials, probably exist on the site.

SEISMICITY

No known active faults are located within the City of San Francisco. An active fault is a fault which has a historic record or other geophysical evidence of movement within approximately the last 10,000 years. Several active faults affect San Francisco. The San Andreas Fault is located about nine miles southwest of the site, the Hayward Fault is about 15 miles to the east and the Calaveras Fault is about 30 miles to the east (see Figure 22)./3/

These three faults historically have produced major and minor earthquakes. Movement on the San Andreas Fault has produced the largest earthquake in the area, the 1906 San Francisco earthquake, which had an approximate magnitude of 8.3 on the Richter scale (a logarithmic scale developed by Charles Richter to measure earthquake magnitude by the energy released). Future earthquakes are expected in the area. Earthquake recurrence intervals vary, but several earthquakes comparable to the 1957 Daly City earthquake (about 5.3 on the Richter scale) and a major earthquake comparable to the 1906 San Francisco earthquake could be expected to affect the proposed project during its usable life./3/

The site would be expected to experience "strong" to "very strong" groundshaking which could cause damage ranging from cracked masonry and brickwork to badly cracked and occasionally collapsing masonry./3/ There is no liquefaction or subsidence hazard on the site./4/ Recent earthquakes have been felt in San Francisco, but caused no damage there. The most recent earthquake was the Greenville sequence in Livermore which occurred between 24 and 26 January 1980; the largest of these earthquakes had a magnitude of 5.8 on the Richter scale. An earthquake of Richter magnitude 5.9 occurred on 6 August 1979 at Coyote Lake, about 70 miles southeast of the project site.

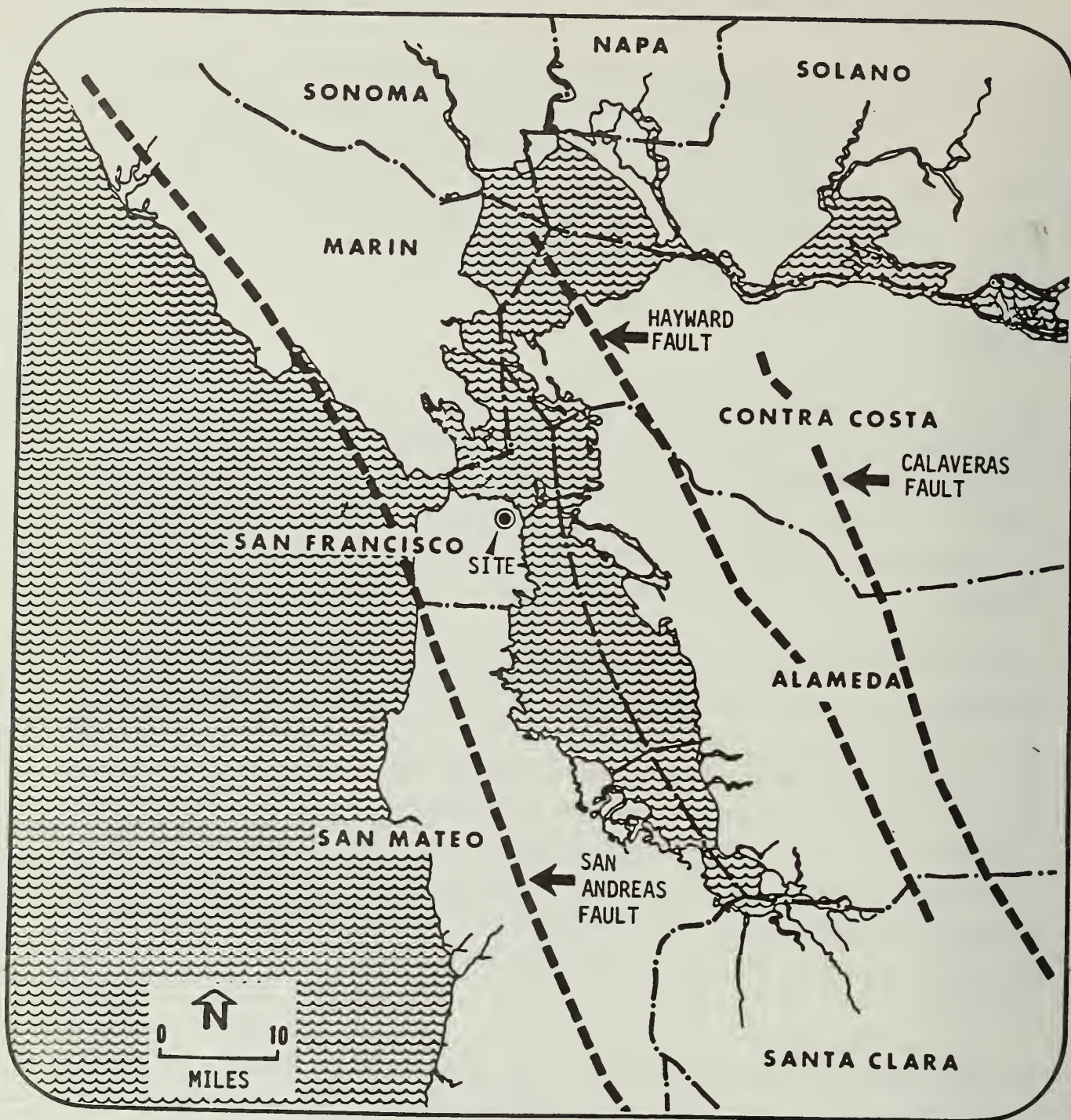


FIGURE 22: MAJOR ACTIVE FAULTS IN THE SAN FRANCISCO BAY AREA

III. Environmental Setting

HYDROLOGY

Runoff water from the site is collected by the City of San Francisco combined sanitary and stormwater sewer system (see III. D, p.41). The site, covered by buildings and parking lots, is impermeable. Thus, most of the rainwater which falls onto the site is converted into runoff. Surface runoff is generally greatest during the November to April rainy season. No water bodies, springs or water courses are located on the site.

Groundwater levels have not been measured on the site, but groundwater levels measured on a nearby site indicate that groundwater is at approximately 10 ft. above the SFCD. The source of the groundwater in this area is probably surface absorption at higher elevations in the Nob Hill area./5/

The quality of stormwater runoff from the site and the surrounding area has probably been degraded by urban uses. The primary pollutants would be oil, grease, gasoline and rubber from automotive traffic and onsite parking, and litter and organic materials.

NOTES - Geology, Seismicity and Hydrology

/1/ Schlocker, Julius, 1974, Geology of the San Francisco North Quadrangle, California, U.S. Geological Survey Professional Paper #782.

/2/ Sediment is classified by size as follows:

<u>Sediment</u>	<u>Size (Millimeters)</u>	<u>Size (Approx. inches)</u>
Gravel	2-4	0.08-0.16
Sand	1/16-2	0.0025-0.08
Silt	1/256-1/16	0.00015-0.0025
Clay	less than 1/256	Less than 0.00015

/3/ URS / John A. Blume Associates, 1974, San Francisco Seismic Safety Investigation, prepared for the Department of City Planning - City of San Francisco.

/4/ Liquefaction is the earthquake-induced transformation of a stable granular material, such as sand, into a fluidlike state, similar to quicksand. Subsidence is the uneven local settlement of the ground's surface. Although it can occur under static (normal) conditions, it is frequently activated by strong ground motion, such as that from a major earthquake.

/5/ Lee and Praszker, 1980, "Geotechnical Input for Environmental Impact Report, Hilton Tower No. 2, San Francisco, California."

K. ENDANGERED SPECIES

No plant which is officially protected under either the Federal Endangered Species Act/1/ or the State Native Plant Protection Act/2/ was noted on the site. No plant which has been proposed for protection under these acts/3/ was noted on the site. None of the above-mentioned categories of plants has ever been recorded on the site./4/ No animal species which is officially protected under either Federal or State Endangered Species Acts/5/ was noted on the site. Only one San Francisco animal has been proposed for protection under these Acts./6/ This is the San Francisco tree lupine moth (Grapholitha edwardsiana), a small moth which is almost totally dependent upon the tree lupine plant (Lupinus arboreus) for food and shelter. Neither the moth nor its plant habitat was observed on the site.

NOTES - Endangered Species

/1/ U.S. Fish and Wildlife Service, 1979a, "List of Endangered and Threatened Wildlife and Plants - Republication", Federal Register, Vol.44., No. 12, 17 January; and U.S. Fish and Wildlife Service, 1979b, "Endangered and Threatened Species - Plants", Federal Register, Vol. 44, No. 198, 10 October.

/2/ S. Rae, 1979, "List of Plants Protected Under the Native Plant Protection Act" California EIR Monitor, Vol. 6, No. 19, 15 December.

/3/ E.S. Ayensu, R.A. DeFilipps, S.E. Fowler, M.G. Mangone, C. Matti-Natella, and W.E. Rice, 1978, Endangered and Threatened Plants of the United States, Smithsonian Institution and World Wildlife Fund, Inc. Washington, D.C.; and Powell, R. W. ed., 1977, Inventory of Rare and Endangered Vascular Plants of California, California Native Plant Society, Arcata, CA.

/4/ S. Rae, State Plant Ecologist, California Department of Fish and Game, personal communication, 5 March, 1980.

/5/ U.S. Fish and Wildlife Service, 1979b, op. cit.; and Department of Fish and Game, 1978 At the Crossroads, California State Resources Agency, Sacramento, CA.

/6/ U.S. Fish and Wildlife Service, 1978, "Endangered and Threatened Species - Animals", Federal Register, Vol. 43, No. 128, 3 July.

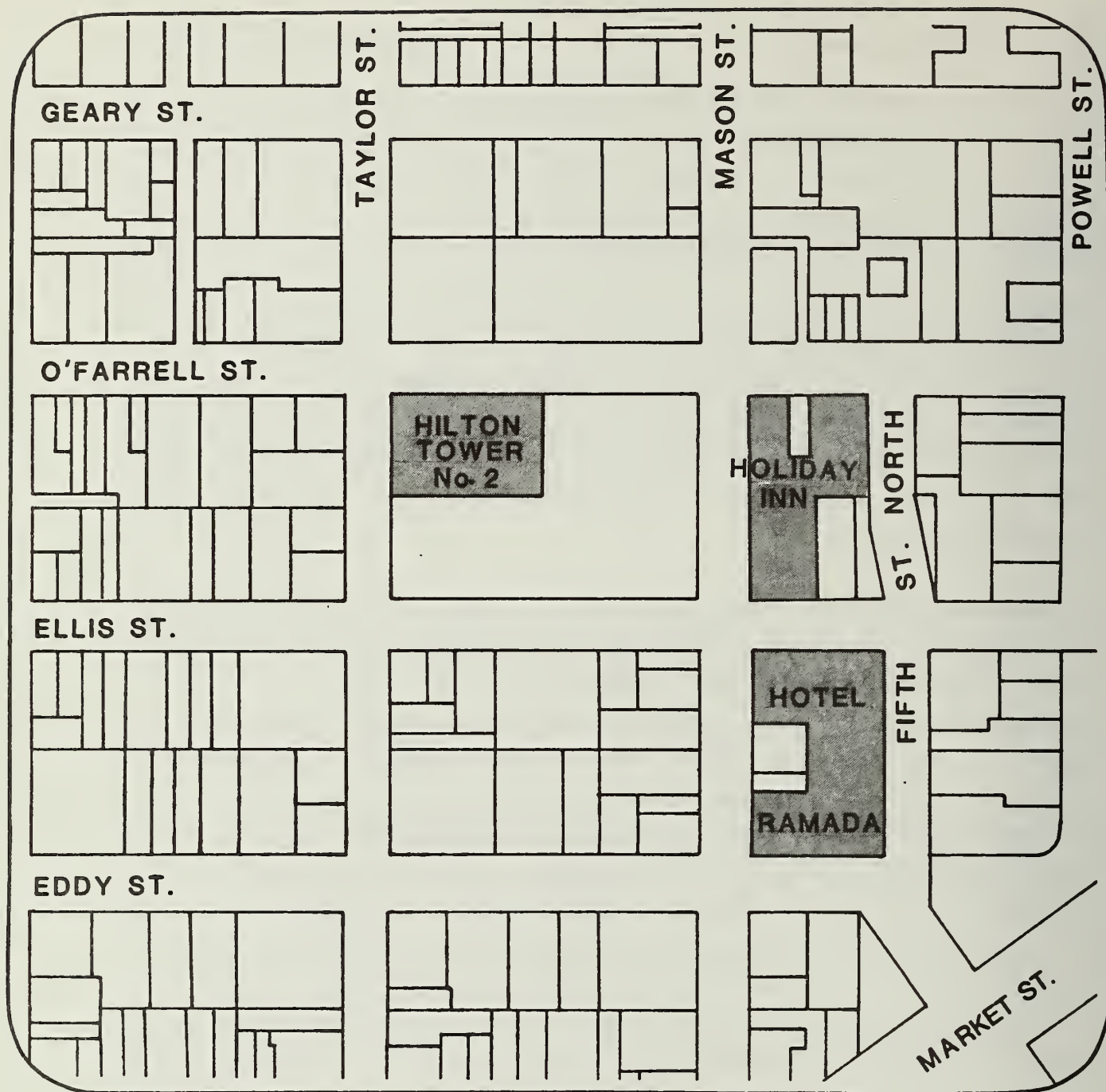
IV. ENVIRONMENTAL IMPACT

● A. LAND USE, COMMUNITY CHARACTERISTICS AND ZONING

The proposed Hotel Ramada would change the nature of land uses on the site from that of the existing businesses, including the Metro Parking Lot, the Trapp cocktail lounge, a small shoeshine stand, a Fotomat kiosk and the Spartan Adult Book Store. The remainder of the site, consisting of vacant lots and unoccupied buildings damaged by fire, would be occupied by the hotel with no resultant displacement of businesses or residents. No residents would be displaced by the hotel.

The proposed project would be a tourist-based residential land use similar to the Hilton Hotel and Tower on the block to the northwest of the site. The project, in combination with the proposed Holiday Inn on Mason and O'Farrell Sts. and the Hilton Hotel Tower No. 2 on O'Farrell St. (see Figure 23), would increase the intensity of transient tourist hotel use in the eastern Tenderloin District and could cause changes in the businesses currently located there. The overall variety of uses in the Tenderloin District would be expected to remain unchanged, but a portion of the businesses in the eastern Tenderloin near the hotels might become more oriented to the tourist trade. Some businesses which currently serve local residents might be converted to tourist-oriented retail stores, personal services offices, restaurants, nightclubs and other entertainment facilities (see IV. L, p. 148). Parking lots and some older buildings might be replaced by new construction for tourist-oriented businesses.

- A moratorium on conversion of residential hotels to transient-tourist hotel uses has been in effect since November 1979 by action of the Board of Supervisors. This moratorium will expire on 30 May 1981. A draft ordinance prepared by the Department of City Planning was adopted by the Board of Supervisors on 5 January 1981, which replaces the moratorium on conversion and demolition of residential hotel units with a permit process. The process



LEGEND

 PROPOSED HOTEL DEVELOPMENT

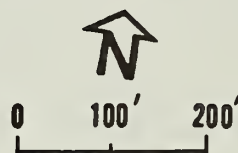


FIGURE 23: CUMULATIVE HOTEL DEVELOPMENT IN THE VICINITY OF THE PROJECT SITE

IV. Environmental Impacts

requires a one-for-one replacement of residential units converted or demolished, or the payment to the San Francisco Housing Development Fund of the amount necessary to build replacement units./1/ This ordinance was drafted at the request of the Board of Supervisors in response to the opposition to hotel conversions by local residents because of the resultant displacement of residents and rising rents from increasing land values. In further response to this concern, the City filed an application on 31 July 1980 with the Department of Housing and Urban Development for an Urban Development Action Grant (UDAG) for use in the Tenderloin.

As originally requested, the grant would have been used to acquire and rehabilitate buildings containing about 900 residential hotel rooms in an eight-block area between Mason and Leavenworth Sts. and Ellis and both sides of Turk Sts. Located directly west of the Hotel Ramada site, this area is in the North of Market Strategy area (Tenderloin RAP area) in the midst of the Tenderloin. As granted in December 1980, the \$2.66 million of UDAG funds would be used in a program to acquire and rehabilitate about 485 rooms in the vicinity. These are at the Dalt Hotel at 34-38 Turk St., the Aranda Hotel at 62-64 Turk St., the Wm. Penn at 156-166 Eddy St. and the Hamlin Hotel at 385-87 Eddy St. Federal funds would be supplemented by a \$1.1 million loan from a sponsor of the Hotel Ramada project, a \$4.8 million loan from the development firm which would rehabilitate and operate the hotels, and the remainder from a non-profit corporation which would oversee the rehabilitation and be responsible for City funds (Community Block Grant, sales of property in the Fillmore redevelopment area), which would supplement the UDAG grant and the loans described above. Repayments received by the City would be used for expansion of the program and for operating reserves.

The current schedule calls for establishment of the non-profit corporation, commencement of acquisition, and the start of rehabilitation in 1981, with completion of the program in approximately three years./2/

IV. Environmental Impacts

The proposed Hotel Ramada and UDAG Project would "enable the City to approach three of its revitalization objectives. These are:

1 - "To keep pace with hotel demand growth and... produce the jobs, taxes, and tourist income essential both to the City's economic growth as a whole, and to the neighborhood's physical revitalization."

1 - "Enable the rehabilitation, maintenance, and permanent preservation of the specialized low-cost housing resources provided by the north-of-Market residential hotels."

3 - "Directly result in the permanent elimination of licensed adult entertainment establishments."/3/

Another major housing program planned for the Tenderloin is the Rehabilitation Assistance Program (RAP). The RAP program will provide below-market-rate loans to building owners to bring their buildings up to Code. The program is scheduled to begin in 1981 in a twenty-block area in the heart of the Tenderloin. Loan funds will be provided through the sale of bonds.

● TENDERLOIN COMMUNITY CHARACTERISTICS

Because the Tenderloin serves as a neighborhood for low-income residents, it has developed a neighborhood character and resources which are distinct from that of other neighborhoods in San Francisco. These resources include low-cost housing in residential hotels and apartments, easily-accessible neighborhood-serving commercial uses, social services and community self-help organizations (see III. A., p. 30). The proposed Hilton Tower No. 2, Holiday Inn and Hotel Ramada could contribute to already present economic pressures on the Tenderloin (see Factors Affecting Tenderloin Property Market, pp. 47a - 47c) which are affecting: 1) rents, 2) residential hotel conversions to tourist hotels, and 3) replacement of neighborhood-serving uses by tourist-serving uses. The occurrence of any of these restrict the ability of low-income residents to continue to reside in the eastern Tenderloin.

Rent Increases. The 1977 Department of City Planning Tenderloin RAP area (see Figure 14A, p. 30a) study/5/ found that rent increases in the Tenderloin RAP area were approximately 6% to 8% per year. The Public Response Associates 1980 Tenderloin RAP area survey found that since 1977 annual rent increases had averaged between 4% and 6% for apartments and between 0% and 2% for residential hotels./4/ The percentage annual rent increases in the Tenderloin RAP area appear to have been smaller over the past three years than they were in 1977. Even these low increases, however, are a burden to tenants who are already paying 35% to over 40% of their income toward rent (see III. A., p. 30f).

San Francisco's rent control law went into effect on 15 April 1979. Ordinance No. 276-79, Sec. 37 of the Administrative Code, sets a rent increase ceiling of 7% per year after the tenant's first continuous year of occupancy. During the first year the owner may not raise the rent. If a landlord wishes a rent increase greater than 7% after the first year, he must file a petition with the Real Estate Department, which has the power to grant exemptions from the 7% ceiling. Tenants have the right of notification (at the owner's expense), and the right to attach written objections to each petition.

Tenant income limitations, generally low property values, and the rent control ceiling have and are expected to continue to keep rent increases below the inflation rate. Residential hotel owners squeezed by rent limits and attracted by the tourist demand have in many cases resorted to conversion to tourist units.

Residential Hotel Conversions. A moratorium on the conversion of residential units (at least 30 days residency) to tourist units has been in effect since 23 November 1979. Nevertheless, two studies for the North of Market Planning Coalition and one for the Lutheran Care for the Aging have found that approximately 30% of Tenderloin residential hotels have converted some rooms to tourist use since the moratorium went into effect./7/ This 30% could represent up to 1500 to 2000 units converted in the Tenderloin during the year of the moratorium. Moratorium enforcement relies upon tenant's appeals to the Department of Public Works, and persons found guilty are fined no more than \$500.

The permanent ordinance passed by the Board of Supervisors on 5 January 1981 (File No. 384-79) includes more mechanisms of enforcement and more severe penalties for violation than does the moratorium. The ordinance would:

- 1) Require owners of residential hotels (greater than 5% residential rooms on 23 November 1979) to file a yearly report on room usage with the Bureau of Building Inspection. The annual unit usage report would be required to describe the room number and use of every room in the building, rent charged, services provided, and all evictions and reasons for evictions in the past year. A copy of this report must be given to each tenant at the owner's expense.
- 2) Allow owners to apply to the Bureau of Building Inspection for a conditional (can be repealed after review of submitted protests) permit to convert.
- 3) Allow tenants to appeal the conditional permit.
- 4) Require the owners provide a one-for-one replacement of all residential units approved for conversion, or pay a fee equivalent to the cost of one-for-one replacement to the San Francisco Housing Development Fund.
- 5) Protect a set of tenants' rights, including relocation assistance from the owner intending to convert.
- 6) Require a fine of three times the cost of replacement units for any unlawful conversion.
- 7) Allow any interested party to sue to recover legal fees and damages suffered as a result of either unlawful conversion or "act of conversion." "Acts of conversion" include, but are not limited to: eviction of a tenant for any reason other than "just causes," moving a tenant from one unit to another within the same building, changing terms on which rent is paid, making improvements suited to another

use of occupancy, allowing garbage to accumulate, decreasing any level of service to tenant, withdrawing safety measures, harrassment of tenant, demolition of any portion of building.

The Superintendant of Building Inspection is responsible for investigating all complaints received of conversions or acts of conversion contrary to toeh ordinance. He may file an injunction against a building owner on behalf of the tenants.

The ordinance would be retroactive to 23 November 1979. Owners who have converted since that date could be sued under the provisions of the ordinance.

Although the Ordinance would provide some protection for low-income housing in the Tenderloin, it has raised other areas of concern, including:

- 1) Should residential hotel owners bear the entire cost of what amounts to a subsidy of low-cost housing?
- 2) Is provision of relocation assistance fair recompense to Tenderloin residents who rely on the local services and established networks of friendship and mutual aid?
- 3) To what extent are apartments in the Tenderloin protected from conversion?

Low property values in the Tenderloin (in comparison to other areas a similar distance from Downtown) have and will continue to encourage land speculation (see p. 47c). The ordinance is designed to prevent short-term owners and speculators from converting residential rooms to tourist rooms for a short-term profit. The Department of City Planning found in its citywide study of residential hotels/6/ that 52% of the hotels had been sold at least once since 1970, and 30% of them at least twice. This statistic also shows that 48% of all residential hotels in San Francisco have had the same owner for at least 10 years. Tenderloin hotel owners who are not necessarily speculators often rent some temporary rooms for the following reasons:

- 1) to help meet increasing costs of maintaining aging residential buildings,
- 2) to fill the seasonal demand for tourist rooms,
- 3) to provide housing for neighborhood transients,
- 4) to subsidize the residential hotel use of the remaining rooms./8/

According to Edward Nevin, attorney for residential hotel owners, most Tenderloin residential hotel owners do not wish to convert the entire hotel to tourist uses; they prefer the stability of the residential market to the unreliability of the tourist and transient market./8/ The ability to make small-scale conversions within the hotel allows these owners to respond to changes in the residential and transient markets, and to use the seasonal tourist demand to help defray costs. The owners view the inflexibility of the ordinance as an extra burden on the already difficult task of maintaining low-income housing.

The elderly, the poor and the handicapped tend to be long-term residents of the Tenderloin. These three groups rely on the combination of services, as well as on mutually-supportive friendships, available near their homes in the Tenderloin, and their lives could be disrupted by relocation. The refugees, who are beginning to establish a sense of community in the Tenderloin, could suffer from increased confusion, disorientation, and feelings of isolation if relocated. The conversion ordinance would make conversion very expensive, and thus discourage the relocation of tenants. Nothing in the ordinance itself, however, prevents relocation of tenants.

Apartments, which account for approximately 45% of the housing in the Tenderloin, are protected from unapproved conversion to tourist hotel uses by the ordinance. However, according to Deputy City Attorney Robert Frank/10/, the ordinance does not regulate the conversion of apartment units to anything other than tourist-hotel units. Whereas the ordinance stipulates that residential hotel units must be maintained as residential hotel units, the ordinance allows apartments to be demolished, or converted to any use other

than tourist hotel use, without the special permit established by the conversion ordinance. The ordinance requires that residential hotel owners submit an "initial unit usage report," followed by annual "unit usage reports," in order to document (and freeze) the number of residential units in their buildings. Apartment owners are not required to do this. The ordinance recognizes that apartment conversion needs more attention; it requires that the Department of City Planning submit a report to the Board of Supervisors on the conversion of apartment units to tourist and commercial uses. The Department of City Planning is to follow this report with draft legislation on apartment conversion by December 1981. A City ordinance regulating apartment conversions to condominiums is currently in effect (Ordinance No. 337-79, adopted 2 July 1979).

The Federal Section 8 Housing Subsidy program and RAP are both currently making funds available to Tenderloin residential building owners to help them preserve low-cost housing in the area. In addition, San Francisco has received tentative approval (December 1980) of an Urban Development Action Grant (UDAG) from HUD. This grant will provide funds to rehabilitate approximately 485 residential units in the Tenderloin.

Conversion or Displacement of Neighborhood-Serving Uses. The proposed tourist hotel development is likely to attract tourist-serving commercial enterprises to areas nearby. Although these new uses could bring income and jobs to the eastern Tenderloin, they could also displace neighborhood-serving uses such as grocery stores. Pressure to convert would be expected to be more intense in the blocks surrounding the proposed hotel core in the eastern Tenderloin, particularly the Mason St. frontage between Eddy and Ellis Sts., which faces the Hotel Ramada site, and the Ellis St. frontage between Mason and Taylor Sts., which faces the rear of the existing Hilton Hotel and is between the Airporter Bus Terminal and the proposed Holiday Inn and Hotel Ramada sites. The effect of hotel-generated pedestrian traffic on ground-floor commercial uses is expected to decrease markedly beyond one to two blocks west of the hotel sites because the main attractors of pedestrian traffic are to the north, east and southwest (Theater District, Union Square, Hallidie Plaza and Moscone Convention Center). The North of Market Planning Coalition

surveyed the area around the existing Hilton Hotel and Tower./9/ They found that, on blocks facing the Hilton, commercial uses are predominantly tourist-serving. One block away, approximately half are neighborhood-serving uses. Two blocks away, approximately two-thirds are neighborhood-serving uses.

Currently no ordinances or neighborhood zoning districts exist in the Tenderloin to preserve or regulate conversion or displacement of neighborhood-serving commercial uses. RAP loans are available to Tenderloin RAP area neighborhood businesses for meeting the maintenance requirements of the Building Code. For physical improvement and expansion over Building Code requirements, neighborhood commercial businesses can also apply for Small Business Administration loans, such as the Federal Sec. 502 loans./5/

Preservation of the Tenderloin as a Low-Income Neighborhood. The cumulative effects of the three proposed hotels on the Tenderloin neighborhood cannot be separated out from other economic forces in the Tenderloin (see Combined Development Effects, p. 140d). The hotels would contribute, however, to rising land values in the eastern Tenderloin, which, in turn, would influence rents, conversion of residential units to tourist units, displacement, and the conversion of neighborhood-serving businesses to tourist-serving uses.

Preservation of low-income housing and services in the Tenderloin requires: the arresting of housing deterioration, the maintenance of low rents, careful review of all conversions to insure continued availability of residential housing, and encouraging neighborhood-serving commercial businesses to remain neighborhood-serving. The City's RAP loans, and the HUD Section 8 and UDAG subsidies have all been established to meet the first two goals. The RAP can help accomplish the last. The establishment of the residential hotel conversion ordinance and the initiation of studies for a comprehensive low-cost apartment conversion ordinance will contribute to the continuance of low rents. These steps cannot prevent ongoing changes in the Tenderloin neighborhood, but they can help protect recognized Tenderloin resources from increasing economic pressures.

● ZONING AND THE COMPREHENSIVE PLAN

The project would meet the general objectives of the Comprehensive Plan, particularly Objective No. 7 of the Commerce and Industry Element. This objective is to "enhance San Francisco's position as a national center for conventions and visitor trade ...therefore, the City should encourage additional visitor-oriented facilities to locate in those areas where visitor attractions and businesses and convention facilities are at the present time primarily concentrated"./11/ The project would be located in a portion of the City which is a visitor-oriented activity center. Hallidie Plaza is located opposite the site across Eddy St. and Fifth St. North and the Powell St. cable car terminus is one block east of the site. Union Square and the Geary St. Theater District are about three blocks to the north.

The proposed hotel project would comply with the permitted uses designated for Planning Code Use Districts C-3-R and C-3-G in Section 210.3 of the City Planning Code. The project as proposed does not conform to the bulk limitations of the Planning Code, because the approximately 240-ft. diagonal measurement of the mid-rise tower exceeds the 200 ft. maximum permissible horizontal diagonal dimension by about 40 ft, and the tower length exceeds the 170 ft. allowable length dimension by about 5 ft. An exception to the bulk limits can be granted under the Conditional Use Authorization procedures if one or both of the following reasons and results apply: "1) achievement of a distinctly better design, in both a public and a private sense, than would be possible with strict adherence to the bulk limits, avoiding an unnecessary prescription of building form while carrying out the intent of the bulk limits and the principles and policies of the Master Plan;" and "2) development of a building or structure with widespread public service benefits and significance to the community at large, where compelling functional requirements of the specific building or structure make necessary such a deviation."/12/ Although not applicable to the proposed project, it should be noted that Section 271(a)2 of the Planning Code is not restricted to publicly owned buildings.

The project sponsor has applied for a Conditional Use authorization with the project given consideration as a Planned Unit Development (PUD) under the

provisions of Sections 303 and 304 of the City Planning Code. PUD developments must be projects on sites of considerable size (at least 1/2 acre), developed as integrated units and designed to produce an environment of stable and desirable character which will benefit the occupants, the neighborhood and the City as a whole. Section 304 (a) of the City Planning Code further provides that, "In cases of outstanding overall design, complementary to the design values of the surrounding area, such a project may merit a well-reasoned modification of certain of the provisions" of the Planning Code. A PUD is not exempted from any height limit established by Article 2.5 of the Code unless explicitly authorized by the terms of the Code. As a PUD, the project must meet criteria which are listed in Appendix A, p.270.

Exclusive of bonuses, the Basic Floor Area Ratio (FAR) of 10:1 would allow up to approximately 416,600 sq. ft. of floor area (not including mechanical or parking space) to be developed on the site. The proposed project would include about 611,400 sq. ft., i.e., the project would be about 194,800 sq. ft. over the maximum allowable floor space, exclusive of bonuses. The Floor Area Ratio of the proposed project would be about 14.7 to 1. The project sponsor expects to obtain about 152,000 sq. ft. of bonus floor area, through the Conditional Use process, for rapid-transit proximity, multiple building entrances, sidewalk widening, shortened walking distance and parking access. The exact amount of allowable bonus floor area has not yet been determined. The project tower has been designed in accordance with the recommendation of the Department of City Planning to extend to the property line on Fifth St. North and to be about 130 ft. high at the corner of Fifth St. North and Eddy St. to balance the height of the Bank of America Bldg. at One Powell St. and enclose Hallidie Plaza; because of the project's compliance with this design recommendation, it is not eligible for a side-setback bonus which would have been allowable for other possible designs. The project as proposed exceeds the probable allowable floor area including bonuses by about 42,800 gross sq. ft. As a PUD, the project could be permitted additional floor area under the Conditional PUD provisions of Section 304(a) of the City Planning Code quoted above.

The proposed building would be within the maximum allowable height limits for both the southern and northern parts of the structure. The northern frontage of the tower on Eddy St. would be 320 ft., which is the maximum permissible height in the 320-I Height and Bulk District. No portion of the building which is in the 160-G District, would exceed 130 ft. above the street.

● NOTES - Land Use, Community Characteristics and Zoning

/1/ Chris Haw, Housing Coordinator, San Francisco Department of City Planning, telephone conversation, December 29, 1980; and Department of City Planning, November 1980, A Study of the Conversion and Demolition of Residential Hotel Units, prepared for the Board of Supervisors.

/2/ Richard Goblirsch, Vice President, Mayor's Economic Development Council, telephone communication, 29 December 1980.

/3/ Community Development Program and Housing Assistance Plan for the Community Development Block Grant (EE 78.250), 2 November 1980, and of the North of Market Hotel Project, Urban Development Action Grant Application, submitted by the Mayor's Office of Community Development, City and County of San Francisco, to the Department of Housing and Urban Development on 31 July 1980.

/4/ Public Response Associates, September 1980, Survey of the North of Market Rehabilitation Assistance Program, Real Estate Department, City and County of San Francisco.

/5/ Department of City Planning (DCP), August 1977, Recommendations on the Designation of the Tenderloin as a Rehabilitation Assistance Program (RAP) Area.

/6/ Department of City Planning (DCP), November 1980, The Conversion and Demolition of Residential Hotel Units.

/7/ Ron Sullivan and Diana Bilovski, North of Market Planning Coalition, 31 October 1980, Residential Hotel Conversion Moratorium Update.

/8/ Edward Nevin, Attorney for 25 Tenderloin hotel owners, telephone conversation, 30 December 1980.

/9/ Richard Livingston, President, North of Market Planning Coalition, communication dated 5 November 1980 and submitted at the Department of City Planning Public Hearing on the Hilton and Ramada Draft EIRs, 6 November 1980.

/10/ Robert Frank, Deputy City Attorney, City Attorney's Office, telephone conversation January 12, 1981.

/11/ Department of City Planning, 1977, Commerce and Industry Element of the Comprehensive Plan, pp. 44-45.

/12/ City Planning Code, Article 2.5, Section 271.

B. URBAN DESIGN AND VISUAL ASPECTS

ARCHITECTURAL RESOURCES

The proposed project would not require the demolition or alteration of any structure that has received recognition for architectural merit (see III.B, p. 35 and Appendix B, p. 271). The project would, however, surround on three sides the two structures that would remain on the project block: the Olympic Hotel on Mason St., which was not rated in either the Heritage or Department of City Planning architectural surveys, and the apartment building at 124 Mason St. which received a summary rating of 1 in the Department of City Planning Survey. The proposed project would block views of the south wall and rear of the 124 Mason St. apartments. The indirect physical and urban design implications of the project for these structures, as well as historic structures in neighboring blocks, are addressed in the appropriate sections of this report (see IV. H., p. 134; and IV. B., Urban Design and Visual Factors below).

URBAN DESIGN AND VISUAL FACTORS

Project construction would constitute an infill development which would functionally and visually integrate most of the project block. Two existing structures, the Olympic Hotel and the 124 Mason St. apartment building, would be retained on the block and would remain functionally and visually independent of the project.

The project would provide a visual transition from the neighboring existing and proposed large scale hotel structures immediately north of the site to the smaller scaled structures to the east, south, and west of the site, and would balance the height of the Bank of America opposite the site at the beginning of Fifth St. North, thereby completing the spatial definition and enclosure of Hallidie Plaza on the north side. Architecturally, the proposed Hotel Ramada would be generally similar in character and scale to the proposed Hilton Tower No. 2 on the block immediately northwest of the project site, and the proposed Holiday Inn development on the block immediately north of the project site (see Figure 23, p. 68). It would be in contrast, however, with the

smaller scaled, four- to 12-story buildings in its immediate vicinity which reflect the post-1906 pattern of small lots and lower buildings. The high-rise portion of the project in the northern part of the site would be about 320 ft. in height, approximately the same as the proposed Hilton Hotel Tower No. 2 and the proposed Holiday Inn. The project would step down from its high-rise tower fronting on Ellis St., to a mid-rise portion (about 210 ft. in height) fronting on Fifth St. North, and a low-rise portion (about 130 ft. in height) occupying the south portion of the site.

The hotel entry plaza would be in the southeast corner of the project site and would thus be visible from the vicinity of the intersection of Market and Fifth Sts. and Hallidie Plaza (see Figure 2, p. 10). In general, the project would help enclose and limit the urban open space surrounding Hallidie Plaza, and its entry plaza would provide a focus of pedestrian interest and activity at that location. The visual amenity of this portion of the project would be enhanced by the proposed installation of street trees, by its similarity in scale to that of the historic Bank of America Building at One Powell St. and the newer Citizen's Savings Building which flank it to the east and south, and by its continuation of the Bank's horizontal cornice line with a cornice line of similar height.

- Proposed street trees along the block's four street frontages, retail shops along its Ellis St. frontage, retail display windows on Eddy St., a secondary lobby-level entrance on Mason St. and the three-story glassed-in lobby on Fifth St. North would provide a degree of pedestrian amenity and interest at street level. However, the garage ramp parallel to the western part of the Eddy St. frontage, and the busway and truck loading docks south of the 124 Mason St. apartments would emphasize vehicular service activities conflicting with pedestrian amenities along the southwestern portion of the pedestrian level surrounding the project block. Additional exterior design details and articulation to complement neighboring older structures, particularly at the lower levels of the project, are not included in the project as designed to date. The proposed cast-stone cladding and dual pane glazing would be similar in visual character to the exterior finishes of the existing newer and proposed neighboring hotel complexes, but would generally differ in character from the more richly detailed and textured older structures in the vicinity.

As the project would surround the existing Olympic Hotel and 124 Mason St. apartment building on three sides, it would generally block views from these structures to the north, east, and south. From the upper floors of the existing buildings, there would be a view from the rear windows of the landscaped lower roof areas of the proposed hotel (see Photograph A on Figure 13, p. 27).

The project would be partially visible from segments of neighboring streets, from buildings fronting on those street segments, from some more distant, suitably oriented downtown highrises, and from structures on higher topography to the northwest and north. The proposed project would not be visible from Russian Hill, but could be seen from portions of Nob Hill (see Figure 24). In general, however, the project would interrupt few, if any, major views from structures to the north and northwest and would not intrude as a dominant element in the San Francisco skyline when seen from most distant vantage points, including Potrero Hill and Twin Peaks (see Figure 25, p. 77 and Figure 26, p. 78).

The cumulative visual effect of the proposed project, and the Hilton Tower No. 2 and Holiday Inn developments currently proposed for adjacent blocks, is also shown in these figures. The cumulative visual impact of these proposed neighboring hotel structures would be to intensify the density of development in the immediate vicinity and to increase the visual identity of the area.

The Urban Design Element of the San Francisco Comprehensive Plan provides a basis in City policy for summarizing the urban design and visual implications of the proposed project (see Table 9, p. 79).

CUMULATIVE VISUAL IMPACTS

The proposed project would be generally visible in distant views of Downtown seen from the south and west, including views from Potrero Hill and Twin Peaks (see Figure 25, p. 77, and Figure 26, p. 78). The project would not be generally visible, however, in distant views from the north or east, as these views would be blocked by intervening taller structures and land forms.



Holiday Inn

Hotel Ramada

Hilton Tower No. 2

FIGURE 24: VIEW OF PROPOSED HOTEL STRUCTURES
FROM NOB HILL (Pine and Taylor Sts.)

SOURCE: Environmental Science Associates, Inc.



- ▲ Hotel Ramada
- ▲ Holiday Inn (dotted)
- ▲ Hilton Tower No. 2

FIGURE 25: VIEW OF PROPOSED HOTEL STRUCTURES
FROM POTRERO HILL

SOURCE: Environmental Science
Associates, Inc.



▲ Hotel Ramada

▲ Holiday Inn

▲ Hilton Tower No. 2

FIGURE 26: VIEW OF PROPOSED HOTEL STRUCTURES FROM TWIN PEAKS

SOURCE: Environmental Science Associates, Inc.

TABLE 9: RELATIONSHIP BETWEEN APPLICABLE URBAN DESIGN POLICIES OF THE
SAN FRANCISCO COMPREHENSIVE PLAN AND THE PROPOSED PROJECT*

APPLICABLE URBAN DESIGN POLICIES

RELATIONSHIP OF PROJECT TO
APPLICABLE POLICIES

A. Policies for City Pattern

1. Policy 1 - "Recognize and protect major views in the City, with particular attention to those of open space and water." (p. 10)

The project is outside designated view corridors. It would interrupt few, if any, long-range views from neighboring structures, because any such potential views are already blocked by existing intervening structures, or because the neighboring structures are oriented and designed to preclude such views (see Figure 25, p. 77, and Figure 26, p. 78).

2. Policy 3 - "Recognize that buildings, when seen together, produce a total effect that characterizes the City and its districts." (p.10)

The highrise portion of the project on the northern portion of the site would attain the maximum 320-ft. height permitted, as would the Hilton Hotel Tower No. 2 and Holiday Inn projects proposed for adjacent sites to the north and northwest. The stepping down of the proposed project toward the southern portion of the site would provide a transition in scale from this height to the remaining buildings on the project block and the older, smaller structures immediately to the east, south, and west, including One Powell St. The proposed project, when seen together with existing and proposed nearby hotel structures, would contribute to the visual identity of the area as part of the principal hotel district of San Francisco.

3. Policy 6 - "Make centers of activity more prominent through design of street features and by other means." (p. 12)

At street level, the proposed project would provide for pedestrian interest primarily through the addition of street trees on the site's four street frontages, retail shops on the Ellis St. frontage, retail display windows on Eddy St., a secondary entrance on Mason St. and a landscaped entry plaza in the southwest corner of the project facing Market St. and Hallidie Plaza. Service features are concentrated on the southwest corner of the site. Additional street features, such as distinctive paving, lighting, street furniture, and public open space have not been proposed.

4. Policy 8 - "Increase the visibility of major destination areas and other points for orientation." (p. 13)

The proposed project would be partially visible from neighboring streets and buildings, and a few distant vantage points, primarily to the south and west (see Figure 25, p. 77, and Figure 26, p. 78). Together with the similarly placed hotel projects proposed for adjacent sites, the project would increase the local visibility of this group of hotels.

B. Policies for Conservation

5. Policy 4 - "Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development" (p. 25)

The proposed project would not require demolition of any structure of recognized historic or architectural merit. It would directly abut the 124 Mason St. apartment building, which was given a summary rating of "1" in the Department of City Planning Architectural Survey, on its east and south sides. It would be adjacent to the Olympic Hotel on its north side.

6. Policy 6 - "Respect the character of older development nearby in the design of new buildings." (p. 25)

In general, the project would be consistent in size, scale and architectural treatment with recent existing and proposed hotel development to the north and northwest, and, by stepping down in height from the northern portion of the site to the southern portion, it would provide a visual transition to the older, smaller structures to the east, south and west of the site. The portion of the project nearest the historic Bank of America Building at One Powell St. would be approximately the same height as the bank building, and would have a horizontal cornice line that would provide a visual continuation of the cornice line of the bank (see Figure 18, p. 37). Although the stepped-down massing of the project is generally sensitive to the variety in scale of neighboring buildings, new and old, the uniformity of its exterior materials and textures, and general lack of design details, particularly at its lower levels, would represent a departure in style and character from neighboring older buildings.

C. Policies for Major New Development

7. Policy 1 - "Promote harmony in the visual relationships and transitions between newer and older buildings." (p. 36)

See Item 6 above. According to the Urban Design Plan, the surfaces of large buildings should be articulated and textured to reduce their apparent size and to reflect the pattern of older buildings. The masonry exterior of the proposed project, and the stylized bay window fenestration motif at its upper levels, would be similar to architectural treatments found in a few neighboring buildings and other buildings generally characteristic of San Francisco architecture. Except for its stepped-down massing, and upper-level window treatment, however, the project would afford little textural relief at either its upper or lower levels. The project would reduce hours of sunlight on adjacent segments of Mason, Ellis, and Fifth St. North (see IV.B., p. 85), and would almost totally block sunlight to, and views from all but the Mason St. frontage of the two older structures which would remain on the project block.

8. Policy 2 - "Avoid extreme contrasts in color, shape, and other characteristics which will cause new buildings to stand out in excess of their public importance." (p. 36)

See Items 6 and 7 above. The tower would consist of basic rectilinear forms stepped up from the south portions of the site to the north. The glazing and light, neutral-colored precast masonry exterior materials would be generally consistent with the exterior finishes of most neighboring structures.

9. Policy 4 - "Promote building forms that will respect and improve the integrity of open spaces and other public areas." (p. 36)

The height of the southeast portion of the project site would match the height of the Bank of America Building at One Powell St., and would be similar in scale to other neighboring older structures. This portion of the project would also help close the northwest corner of the urban open space created by Hallidie Plaza and the area around the intersection of Market St. and Fifth St. North. The stepping back of the project from this urban open space toward the north would provide a visual transition from the Hallidie Plaza area to the existing and proposed large-scale hotel structures in the vicinity of the north portion of the site.

10. Policy 5 - "Relate the heights of buildings to important attributes of the City pattern and to the height and character of existing development."(p.36)

See Items 2 and 9, above. The heights of the proposed project would conform to the present height limits at the site. The tower would be comparable in scale to other hotel projects in the vicinity, and would be intermediate in height between the neighboring Hilton tower and other developments. The project would be generally taller than neighboring low-rise and mid-rise development to the immediate east, south and west.

11. Policy 6 - "Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction."(p. 37)

See Item 10, above. The maximum exterior length dimension of the proposed tower would be about 175 ft., about 5 ft. more than the maximum permitted by City building bulk restrictions. The maximum diagonal dimension would be about 240 ft., about 40 ft. more than the permitted maximum of 200 ft. (see IV. A, p. 70, for a discussion of the implications of these dimensions). In general, the perceived bulk of the project would be less than the maximum intended by the guidelines, except as the project would be viewed from the northeast. From this direction, in the vicinity of the intersection of Ellis St. and Fifth St. North, the full effect of the bulk dimensions would be apparent.

*City and County of San Francisco, 1971, Comprehensive Plan, Urban Design Element. Page references are shown in parentheses.

In distant views of the area, the project would be seen as a visual element among several other existing and proposed hotel structures. Because of the relatively low elevation of this area, the proposed structures would generally be seen against a backdrop of higher topography or taller Downtown structures, and would not intrude into the City skyline.

LIGHT AND SHADOW EFFECTS

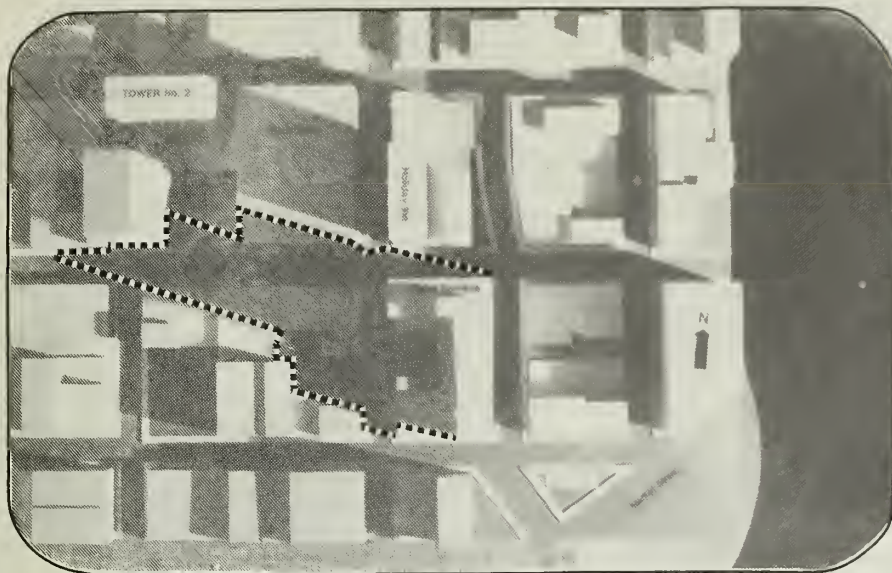
During early morning hours in the fall, winter, and spring months, the project would cast shadows on the Mason St. and Ellis St. sidewalks west and north of the site (see Figure 27). On summer mornings, the project would cast shadows on Mason St. west of the site.

During mid-morning to mid-afternoon in the spring, summer and fall months, the project would cast shadows on Ellis St., Mason St. and Fifth St. North and on buildings west, north and east of the site. In the winter, the project would cast mid-day shadows on Ellis St., and on O'Farrell St. farther to the east than shadows would be cast by the proposed Holiday Inn (see Figure 28, p. 87).

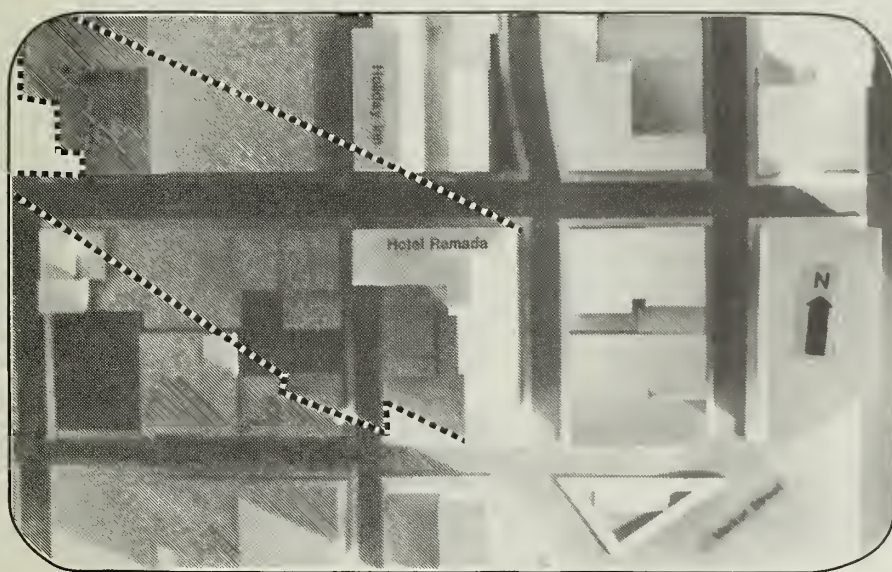
The project would cast afternoon shadows on Fifth St. North, and on Ellis St. in all seasons. In the late afternoon in fall, winter and spring months, it would also cast shadows on Powell St., but the latter street would also be shaded at these times by existing buildings (see Figure 29, p. 88). Shadows would be cast by the project on Hallidie Plaza in the early evening in early summer, when the Plaza would also be shaded more extensively by One Powell St.

WIND EFFECTS

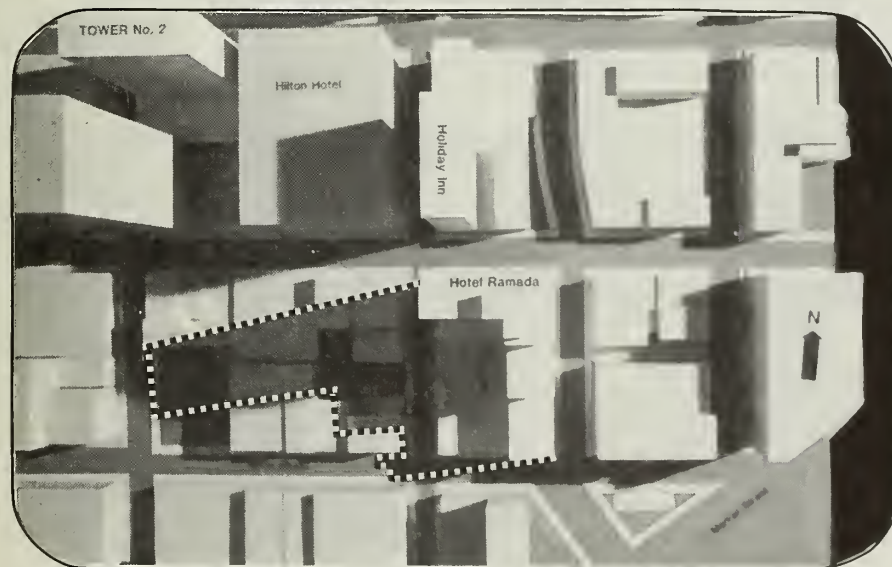
The changes the proposed building would make in wind directions and velocities at pedestrian level have been studied by the use of models in a wind tunnel to



Mid-March &
Mid-September



Mid-December

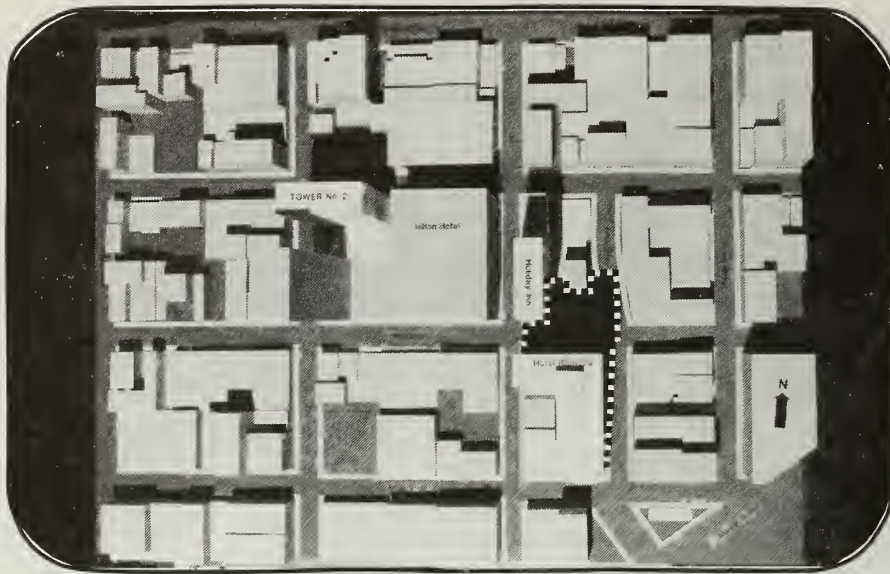


Mid-June

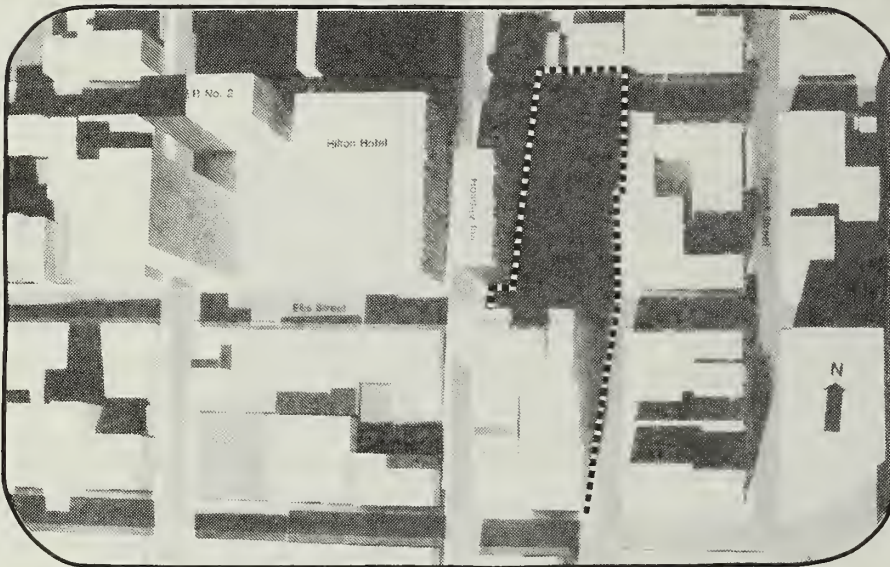


Project Shadow

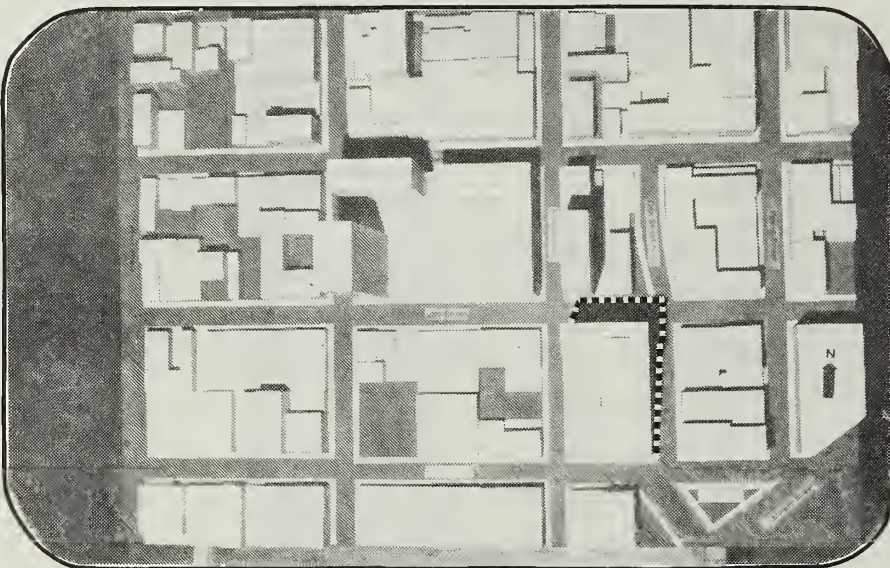
FIGURE 27 : PROJECTED SHADOW PATTERNS
AT 8 A.M. (STANDARD TIME)



Mid-March &
Mid-September



Mid-December

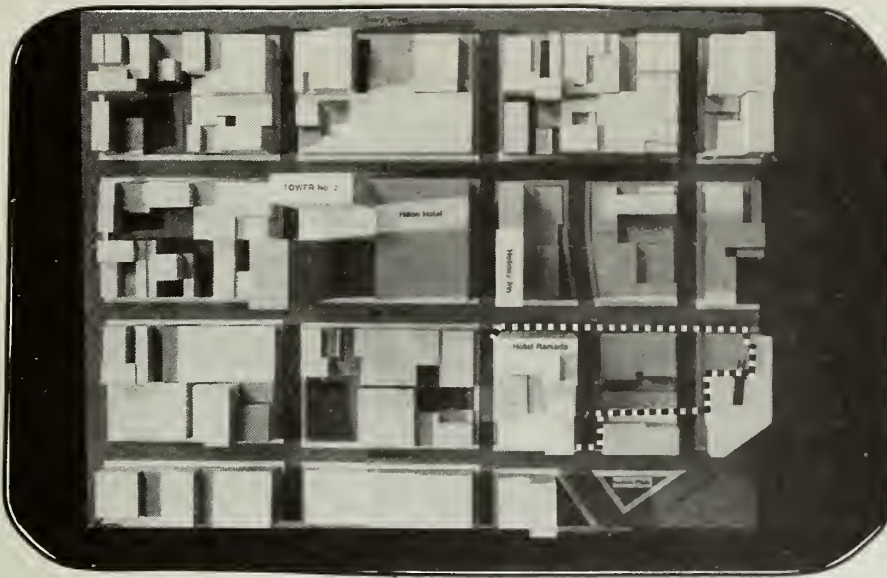


Mid-June

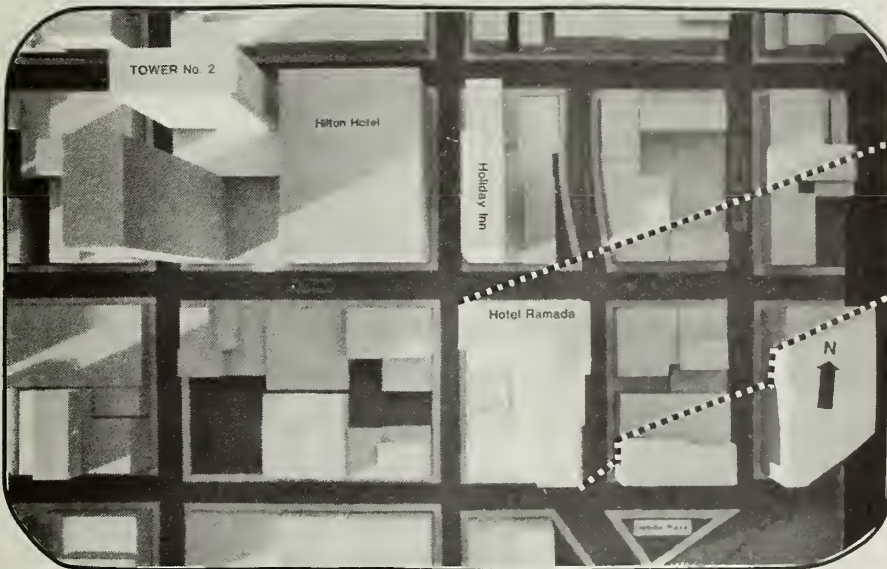


Project Shadow

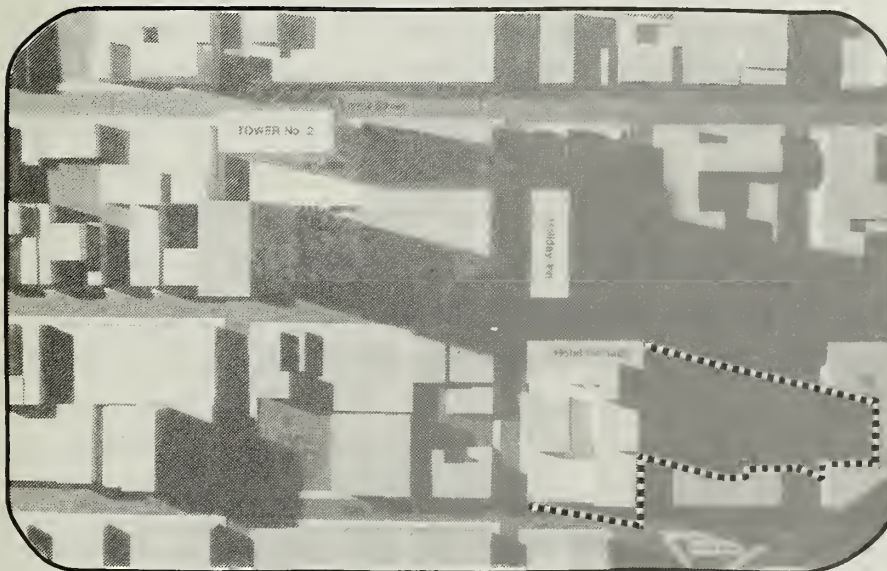
FIGURE 28: PROJECTED SHADOW PATTERNS
AT 12:00 NOON (STANDARD TIME)



Mid-March &
Mid-September



Mid-December



Mid-June




 Project Shadow

FIGURE 29: PROJECTED SHADOW PATTERNS
AT 4 P.M. (STANDARD TIME)

simulate natural winds near the ground (see Appendix C, p. 273, for the text of the study). Tests were conducted for northwest and west winds, the most common wind conditions in San Francisco.. Wind speeds at pedestrian levels were evaluated as a percentage of the wind speed measured by the U.S. Weather Service at the top of the Federal Building at 50 United Nations Plaza, about one-half mile southwest of the site; this is the nearest wind reference point. This percentage is a measure of the ratio of the wind speed at pedestrian level to the wind speed measured at the top of the Federal Building. The resulting percentage, or wind speed ratio, would remain relatively constant for calm or windy conditions. Thus, a point having a "very high" wind speed ratio would still experience light winds on a near-calm (light-wind) day. Likewise, a point found to have a "low" wind speed ratio could experience high winds on a windy day, but not nearly as high as at the wind reference location.

For northwest winds, existing wind speed ratios at the site range from low to moderate. The entire area is sheltered by the existing Hilton Hotel and would be sheltered by the proposed Holiday Inn and Hilton Tower No. 2 upwind of the site. West winds have a similar range of wind speed ratios. Highest wind speed ratios were found at the northwest corner of the Eddy St. and Fifth St. North intersection. The project would reduce wind speed ratios for northwest winds of 5% to 10% at the east side of the Ellis St. and Mason St. intersection. The existing low wind speed ratios at the intersection of the Ellis St. and Fifth St. North intersection would increase to the moderately low to moderate range. Wind speed ratios along Fifth St. North would increase from low to moderately low on the west side of the street, and increase from low to moderate along the east side of the street. Wind speed ratios along Eddy St. and in Hallidie Plaza near Powell St. would remain low. Low wind speed ratios would occur within the automobile entrance area. The outdoor rooftop areas would have moderately low to moderate wind speed ratios.

For west winds, the greatest effect would occur at the Eddy St. and Fifth St. North intersection, where wind speed ratios would increase from moderately low to moderate to the moderate to moderately high ranges. The south side of the automobile entrance area would have moderately high wind speed ratios. The

lower, outside rooftop area would have moderate wind speed ratios; the upper rooftop areas would have very high wind speed ratios.

The project would reduce wind speed ratios at the east side of the Ellis St. and Mason St. intersection by 10% to 25%. Mason St. winds would be unaffected, but reductions in wind speed ratios would occur on both sides of Fifth St. North adjacent to the project site. At the Eddy and Mason St. intersection, existing low wind speed ratios would increase to moderately low. Along Eddy St. adjacent to the site, moderately low wind speed ratios would increase to moderate. In Hallidie Plaza, wind speed ratios would remain low.

C. CULTURAL AND HISTORIC ASPECTS

- The project basement would extend approximately 30 ft. below the Eddy St. sidewalk elevation. As this is deeper than the basements of some or all of the buildings previously on the site, there is a possibility that artifacts of historic value would be found during site preparation.

D. COMMUNITY SERVICES AND UTILITIES

Police. An increase in robbery, burglary and petty theft incidents would probably occur after project completion due to an increase in the number of people on the site. Auto-related thefts could occur in the parking areas. The Police Department does not anticipate a need for additional personnel or equipment to serve the proposed project./1/ Internal security provisions for the proposed Hotel Ramada would include television cameras at selected points which would be monitored in a central security office, a guard station located at the employee entrance and 24-hour roving surveillance crews equipped with two-way radios./2/

Fire. The water supply and delivery system in the vicinity of the site would be adequate for firefighting purposes. The San Francisco Fire Department

would not require additional personnel or equipment to serve the project and proposed Holiday Inn and Hilton Hotel Tower No. 2 developments./3/

Fire safety features of the proposed project would conform to the San Francisco Building Code./2/ Life safety code requirements for fire protection, as designed by the state and adopted as part of the San Francisco Building Code, reduce the cumulative impact of newer developments on Fire Department services. So long as the protection systems are properly installed and maintained, they generally confine fires to the area where they start, extinguish the fires quickly, and provide adequate forewarning to enable building occupants to reach safety. According to the San Francisco Fire Department, newer high-rise buildings present less of a fire hazard than low-rise buildings because of life safety code requirements. Once a fire begins, however, it typically requires more personnel and equipment to fight. In such a case, additional personnel and equipment are brought in from neighboring stations without requiring permanent additional personnel or equipment./4/

Water. During the 24 months of construction, an estimated 1,500 gallons per day (gpd) of water would be used at the site./5/ When completed, the proposed Hotel Ramada would have an average daily water use of about 174,000 gpd./6/

Cumulative water demand by all three proposed hotel developments in the area, including the Hotel Ramada, the Hilton Tower No. 2 and the Holiday Inn, would average about 410,000 gpd, or 0.5% of the current average daily water use in San Francisco. Existing mains have sufficient capacity to supply this amount./7/

Wastewater. It has not yet been determined whether dewatering of the site would be necessary during excavation and foundation work. The proposed development would generate a projected 165,000 gpd of dry-weather sewage flows./6/ Overflows of untreated sewage and storm flows into the Bay and ocean will continue to occur until expansion plans are implemented. These overflows are due to the design of the system, which combines sewage flows with stormwater runoff, rather than to specific developments in San Francisco.

Cumulative wastewater generation from the three proposed hotel developments would average about 390,000 gpd, or 0.8% of the current average daily dry-weather flows to the North Point Plant. This will represent 0.5% of the average flows to the Southeast Treatment Plant when it goes into interim operation in 1982. Flows to the North Point Plant will be directed to the Southeast Plant at that time. No expansion of the present collection and treatment system would be necessary to serve the three proposed hotel developments./8/

Solid Waste. During project construction, 47,000 cubic yards of excavated materials would be removed from the site. The probable disposal site would be at Oyster Point in San Mateo County./5/ When completed, the proposed Hotel would generate approximately two tons of solid waste per day./9/ The Hotel would have compaction facilities and would implement a recycling policy. Collections from the Hotel would be made daily./2/

Cumulative solid waste generation from the three hotel developments proposed in the Tenderloin would be approximately 4.5 tons per day or 0.5% of the Golden Gate Disposal Company's present daily collection of about 900 tons. The Golden Gate Disposal Company anticipates no problems with collection or disposal for the project and other proposed hotel developments./10/

Telephone. To provide telephone service to the proposed Hotel Ramada, Pacific Telephone and Telegraph Company would excavate one lane of Eddy St. from Powell St. to Mason St. Street work would continue at night for three to four months and street plates would be used during the day to minimize traffic disruption./11/

NOTES - Community Services and Utilities

/1/ J. Shannon, Deputy Chief of Police, Administration, San Francisco Police Department, letter communication, 12 February 1980. This letter is available for public review at the Department of City Planning, Office of Environmental Review.

/2/ G. Porter, Architect, Ramada Development Company, letter communication, 15 February 1980.

/3/ R. Rose, Chief, Division of Planning and Research, San Francisco Fire Department, letter communication, 26 February 1980. This letter is available

for public review at the Department of City Planning, Office of Environmental Review.

/4/ R. Rose, Chief, Division of Planning and Research, San Francisco Fire Department, telephone communication, 10 March 1980.

/5/ J. MacKay, Haas and Haynie Corporation, letter communication, 5 March 1980.

/6/ Water use calculations are based on 200 gpd per room (double occupancy), with an average 87% occupancy rate for worst-case analysis. Water use by hotel restaurants, kitchen and laundry facilities is included in the per room demand $200 \times 870 = 174,000$ gpd. Wastewater generation is assumed to be 95% of water consumption, to allow for water loss due to evaporation, landscaping irrigation, etc.

/7/ J. Kenck, Manager, City Distribution Division, San Francisco Water Department, letter communication, 14 February 1980. This letter is available for public review at the Department of City Planning, Office of Environmental Review.

/8/ M. Francies, Engineering Associate II, Sewer Investigation, Engineering Department, San Francisco Wastewater Program, letter communication, 14 February 1980. This letter is available for public review at the Department of City Planning, Office of Environmental Review.

/9/ Based on solid waste generation by the San Francisco Hilton Hotel, a similar hotel in the vicinity, as reported by F. Garbarino, Office Manager, Golden Gate Disposal Company, telephone communication, 5 February 1980. The amount is equal to about 4.5 lbs. of solid waste per day per room with an average occupancy rate of 87%.

/10/ F. Garbarino, Office Manager, Golden Gate Disposal Company, telephone communication, 5 February 1980.

/11/ P. Downey, Engineer, Pacific Telephone and Telegraph Company, telephone communication, 18 March 1980.

E. ECONOMIC ASPECTS AND RELOCATION

ECONOMIC AND EMPLOYMENT ASPECTS

Hotel Space and Occupancy. The development as currently proposed would have approximately 1,000 guest rooms. Average room rates would range from about \$65 to \$70 (1980 dollars) with an average annual occupancy rate of 75%.

Three restaurants are planned for the hotel: a 250-seat coffee shop, a 125-seat specialty restaurant with a 40-seat bar, and a 175-seat bar and grill

which would also be used as a nightclub. The hotel would have a grand ballroom with a capacity for 1,000 seats and two smaller ballrooms with a capacity for 150 seats each. There would be 16 public function rooms offering a total of 630 seats.

About 20,000 gross sq. ft. of retail space is planned for the hotel; it would include a newsstand, barber and beauty shops, a gift shop, travel services, a health club and other uses. This would represent a net increase in occupied retail space of 17,750 sq. ft. on the site. About 70 spaces of independently accessible parking or 130 spaces of valet parking are planned for the hotel, representing a net decrease of about 20 to 80 spaces at the project site.

Room demand for the Hotel Ramada is projected to be from the following visitor sectors/1/:

Convention	35%
Business Travel	32%
Family, Vacation, Tourist	<u>33%</u>
	100%

Relocation. A Fotomat, bar, adult bookstore, shoeshine stand and parking lot employing about seven persons would be displaced from the project site. All other tenants at the project site relocated or discontinued business after the fire in January 1980. All of the remaining business tenants were interviewed in September 1980 to learn of their relocation plans except for the owner of the adult bookstore who was not available for comment. Spokespersons for the Fotomat and bar, the Trapp, stated that they plan to try to relocate within the immediate project vicinity. Fotomat indicated that it would have difficulty finding another site suitable for drive-up and walk-up operations in downtown. The owner of The Trapp anticipated that rent would probably increase at a new location and it could lose clientele which established over the past 20 years. The parking lot leasee, Metropolitan Parking Corporation, would be interested in negotiating with the project sponsor to operate the hotel parking facility. The shoeshine stand currently leases space from Metropolitan Parking; should his business be displaced, the owner would try to negotiate a lease at a Metro Parking Lot on Mason St. nearby.

Short-Term Construction Employment. Total construction payroll for the proposed Hotel Ramada is estimated to be about \$9 million, or 310 person years of construction labor./3/ An average of approximately 155 full-time jobs would exist at any one time during the two-year construction period. It is estimated that at least one-third or 50 of these jobs would be filled by San Francisco residents./3/ Construction workers would be expected to spend a portion of their wages for goods and services in the San Francisco Bay region, resulting in secondary employment effects. An estimated 155 full-time one-year jobs in addition to the construction jobs would be created in the region by this project during the two-year construction period./4/

Permanent Employment. The Hotel Ramada would provide full-time permanent employment for about 615 persons, of whom about 25 would be retail employees. Total full-time permanent employment at the hotel would represent a net increase of over 600 jobs. Projected employment by category is given in Table 10./2/ The hotel would also provide "casual or extra" food service jobs for about 50 to 75 persons per week. The majority of these permanent jobs, particularly the maintenance, food service and housekeeping jobs, would represent a net increase in employment of San Francisco Bay Area residents as these jobs can be expected to be held by workers now living in the Bay Area rather than by existing Ramada employees who would be transferred from outside of the Bay Area. Because many hotel jobs provide employment for low- and moderate-income persons and minorities, the proposed project would provide employment opportunities for persons who are currently San Francisco residents. About two-thirds or about 410 of these employees would be expected to be residents of San Francisco./1/ Estimated average annual full-time salary for employees at the Hotel Ramada would be \$11,200. Based on a survey of hotel employees at the Ramada Inn at Fisherman's Wharf, an estimated two-thirds or 410 of the Hotel Ramada employees would be minorities (Asians, Hispanics and Blacks). Employment at the Olympic Hotel, in the ground-floor retail uses and at the apartment building would remain the same or possibly increase, because purchases by guests from the Hotel Ramada could result in higher levels of business activity for stores in the vicinity of the hotel.

Secondary Economic Effects. Secondary employment and income effects would result through the multiplier effect from expenditures made by permanent

TABLE 10: PROJECTED FULL-TIME PERMANENT EMPLOYMENT BY CATEGORY, HOTEL RAMADA SAN FRANCISCO

<u>Category</u>	<u>Number of Employees</u>	<u>Percent of Total</u>
Hotel		
Management, Professional	20	3
Maintenance	15	2
Food Service	250	41
Housekeeping	240	39
Clerical	15	2
Security	15	2
Front Desk	35	6
Retail	25	4
	<u> </u>	<u> </u>
TOTAL	615*	100 **

* Total does not include an estimated 50 to 75 "casual or extra" food service workers who would be employed by the Hotel Ramada.

** Total does not equal 100 percent because of rounding.

SOURCE: Ramada Development Company

employees and guests at the Hotel Ramada. As employees and hotel guests make purchases in retail stores and restaurants and for entertainment, their purchases become income to those who sell goods and services. This income, in turn, creates secondary income and employment opportunities resulting in increased sales and business tax revenues generated to the City, additional jobs and income for San Francisco and other Bay Area residents, and an overall increase in economic activity in the San Francisco Bay Area.

Secondary income generated in San Francisco by the 615 permanent employees at the Hotel Ramada cannot be reliably estimated because the percentages of disposable income that would be spent in San Francisco by hotel employees who would be San Francisco residents or residents of other cities in the Bay Area cannot be determined. Estimates of hotel guest expenditures at San Francisco establishments are provided by the San Francisco Convention and Visitors Bureau. Based on the most recent estimates (1979) of the Bureau, the combined (convention and non-convention) expenditures made by hotel guests at San Francisco establishments outside of the Hotel Ramada facilities would be \$60 (in 1979 dollars) for each night a visitor spent in San Francisco./5/ Based

on a 75% occupancy rate and average double occupancy of 1.5, the Hotel Ramada would have an estimated 411,000 total visitor-nights per year, resulting in annual expenditures of \$24.7 million in San Francisco by Hotel Ramada guests. According to the Convention and Visitors Bureau, those expenditures would be distributed as shown in Table 11.

TABLE 11: ESTIMATED ANNUAL EXPENDITURES* MADE BY HOTEL RAMADA GUESTS AT SAN FRANCISCO ESTABLISHMENTS, BY CATEGORY, MILLIONS OF DOLLARS (1980 CONSTANT DOLLARS)

<u>Expenditures</u>	<u>Percent of Total Spending</u>	<u>Total Estimated Dollar Amount Spent</u>
Restaurant Meals	32.7	\$ 8.1
Retail Sales	24.5	6.0
Entertainment	14.6	3.6
Local Transportation	6.8	1.7
Sightseeing	4.1	1.0
Auto: Oil, Gas	5.6	1.4
Other Items	<u>11.7</u>	<u>2.9</u>
Total	100.0	\$ 22.6

*Does not include money spent at the Hotel Ramada for room accommodations and food and beverages.

SOURCE: San Francisco Convention and Visitors Bureau; Environmental Science Associates, and D. Wassenaar, Ph.D., Institute for Business and Economic Research, San Jose State University.

Visitor expenditures in San Francisco are an important factor in the City's economy because the majority of tourists, commercial travelers and convention delegates are from outside the City and are spending "new money" which originates from outside of the Bay Area. This new money would be income created in the City without subtracting income from other sectors of the San Francisco economy.

FISCAL ASPECTS

Assessed Valuation and Property Taxes. Based on preliminary cost estimates, the fair market value of the proposed Hotel Ramada would be about

\$52.4 million (in 1980 dollars), including land, with an estimated assessed value of \$13.1 million. The 1000-room Hotel Ramada would generate between \$524,000 and \$651,000 total property tax revenues annually./6/ The project would increase the San Francisco property tax base by about \$12.6 million (\$13.1 million less the \$512,700 assessed valuation of the existing project site). Assuming that the City and County were to receive the same proportion of property taxes (85%) as in the 1979-80 fiscal year, it would receive between \$445,000 and \$553,000. The net increase over existing City and County property tax revenues (\$21,700) from the project site would be between \$423,000 and \$531,000.

Hotel Tax. Based on projected total room sale revenues of \$19.0 million and a 75% occupancy rate, the Hotel Ramada would annually generate \$1.87 million of total hotel tax revenues at a tax rate of 9.75% after project completion. As specified by amended City Ordinance 251-78, approximately \$767,000 (41%) of these hotel tax revenues would be allocated for the construction of the George R. Moscone Convention Center; \$92,000 (5.10%) for Candlestick Park Bond debts and \$92,000 (5.10%) for financing low-income housing in the Yerba Buena Redevelopment Area. Adjusting for the Proposition O surcharge and assuming the remaining amount would be distributed similarly to the 1979-80 fiscal year, about \$280,000 (15.0%) would be budgeted for the Hotel Publicity and Advertising Fund and about \$632,000 (33.8%) would accrue to the City's General Fund. The \$1.87 million of hotel tax revenue resulting from occupancy of the new Hotel Ramada would be net or incremental revenues since the Hotel Ramada would not displace any existing hotel rooms and would provide 1000 new taxable hotel rooms in San Francisco.

Sales, Payroll Expense and Franchise Tax Revenues. Gross receipts from hotel-operated food and beverage facilities and from the 20,000 sq. ft. of retail space would generate about \$549,000 of sales tax revenues. This amount would represent a net increase of about \$537,000 over existing sales tax revenues from the project site of \$12,500. The project would generate a net increase in sales tax revenue to the City and County of \$102,000; it would generate about \$43,000 in net revenues to BART/7/.

Total expenditures (\$24.7 million) by Hotel Ramada guests at San Francisco retail establishments, restaurants, theaters and for other tourist purchases would generate an estimated \$252,000 in indirect sales tax revenues to the City and County and \$106,000 to BART./8/

The Hotel Ramada would generate about \$66,000 of additional estimated payroll expense tax and \$59,000 of franchise tax revenues from the Hotel after project completion. Should Proposition Q (June 1980) be determined to be in effect, then an additional \$24,000 of payroll expense tax revenues to the City's General Fund would be generated by the project.

To the extent that the proposed addition of 1000 hotel rooms to existing San Francisco hotel room stock does not decrease demand for other existing hotel rooms, project-generated direct sales, payroll and franchise taxes would be net revenues to the City and County.

Costs and Net Revenues. The San Francisco Police and Fire Departments indicate that they would not incur additional operating and capital costs to serve the project. A slight increase in general government administrative costs would be expected with the increased intensity of uses on the project block. Street-related costs, such as those for maintenance, storm drainage, lighting, and cleaning, would not be measurably affected./9/ Water and sewer operating cost increases would be covered by user charges, and the San Francisco Water Department and Department of Public Works indicate that no additional project-related water or sewer capital costs would be required. The project would not increase the capital costs for the upgraded sewer system currently under construction by the City's Clean Water Program, because that system is being sized for wet-weather flows which exceed dry-weather flow requirements by factors of ten or more./10/

Increased costs would be incurred by Muni and BART to provide public transit for new employees and guests at the Hotel Ramada. Muni currently estimates a system wide per-paid-passenger fare deficit of about \$0.45 (after the approved fare increase to \$0.50). About 40% of this fare deficit is made up by City ad valorem taxes including property, payroll and franchise taxes. The remaining deficit is made up from local, state and federal funding./11/ Muni

does not anticipate a decrease in this deficit in the near future because planned improvements such as the Muni Metro system will increase future costs in proportion to increased passenger ridership. Muni does expect, however, that the portion of the fare deficit covered by local, state and federal funding will increase, thereby decreasing the portion of the deficit borne by San Francisco property taxpayers./11/

An estimated 830 trips daily would be generated on Muni (see IV.F., Table 16, p. 117) by Hotel Ramada employees (470 trips) and guests (360 trips).

Assuming for worst-case analysis that the employees and guests would ride Muni seven days a week, these 830 total daily Muni trips would result in an annual operating deficit of \$136,000. Additional project-generated revenues would accrue to the City's General Fund from which Muni receives part of its annual operating budget. The projected \$1.3 to \$1.4 million of total annual property, hotel room, sales (direct), payroll and franchise tax revenues generated from the Hotel Ramada to the City's General Fund would exceed the worst-case Muni fare deficit attributable to the proposed Hotel Ramada.

New employees at the Hotel Ramada would generate an estimated 190 daily trips on BART and guests at the hotel would generate about 90 daily trips for a total of 280 daily trips. At the existing average annual operating deficit per trip of \$1.25/12/, these 280 trips would result in an annual operating deficit of about \$128,000. The BART deficit is made up primarily from the 1/2% BART sales tax./13/ The estimated \$149,000 of net direct and indirect sales tax revenues accruing to BART from the proposed Hotel Ramada would exceed the estimated annual operating deficit attributable to the project.

Neither Muni nor BART would require additional capital expenses or system modifications to provide transit service to the Hotel Ramada.

Total additional direct annual revenues (\$1.3 to \$1.4 million) that would be generated from the project to the City and County from net property taxes (\$445,000 to \$531,000) hotel room taxes (\$632,000 accruing to the General Fund), net sales taxes (\$102,000), payroll taxes (\$66,000), franchise taxes (\$59,000), and user fees would be expected to cover incremental (marginal) costs (including Muni costs) of public services for the project site. The

Hotel Ramada can be expected to be a net fiscal benefit to the City and County, particularly because of its hotel tax and sales tax contributions. Under Proposition 13, unless property is sold and reappraised, annual increases in per-parcel property taxes are limited to 2%. In the long run, as public costs continue to rise and per-parcel property taxes are limited to a 2% per year increase, property tax revenues may not be able to cover public costs to serve new developments. Unlike other commercial and office development, whose primary source of ongoing public revenue is property taxes, over 50% of the revenues generated to the City and County from the Hotel Ramada would be from hotel and direct sales taxes, whose dollar growth is not limited by statute.

CUMULATIVE HOTEL DEVELOPMENT EFFECTS

Projected Room Stock, Rates and Occupancy. In addition to the proposed 1000-room Hotel Ramada, about 1,600 additional quality hotel rooms are to be proposed for construction in downtown San Francisco. These proposed projects include the 410-room addition to the existing Hilton Hotel, to be located at the corner of O'Farrell and Taylor Sts.; the 1,000-room Holiday Inn, to be located at Mason and O'Farrell Sts.; and the 220-room addition to the existing Holiday Inn - Civic Center, located on 8th St. between Mission and Market Sts./14/ Total estimated additional rooms (2,600), including the project, would represent about a 18% increase in total quality hotel rooms in the downtown area and about a 27% increase in the Union Square hotel district (not including the Holiday Inn - Civic Center addition).

In addition to the four projects to be proposed for construction in the downtown area, an additional 2,500 to 2,800 rooms, proposed for three major hotel facilities, are in the informal planning stages: a 600-room addition to the existing Sheraton Palace Hotel located on Market between New Montgomery and Second Sts.; a 700-room hotel to be located near Market St. on Third St. north of the George R. Moscone Convention Center; and a second hotel (1,200 to 1,500 rooms) to be located in the Yerba Buena Center. Outside the downtown area, a 400 to 800 room hotel has been proposed at Folsom and Steuart Sts. in the Rincon Point sub-area of the Redevelopment Agency's Rincon Point - South Beach Redevelopment Project Area./15/

Hotel Room Absorption and Demand. According to the San Francisco Convention and Visitors Bureau, there would be sufficient hotel room demand to absorb the estimated 5,500 to 6,200 hotel rooms currently proposed or being planned. This additional hotel room demand would come from the following sources/16/:

George R. Moscone Convention Center. An estimated additional 2700-3500 rooms would be required by 1982 to meet the increased hotel room demand generated by the George R. Moscone Convention Center.

Increase in Foreign Tourists. Foreign tourists currently comprise about 25% of all San Francisco tourists. Foreign tourism is expected to increase, both in number and percentage of total tourism, because of the increased strength of foreign currency relative to the American dollar.

Recapture of Lost Business. Construction of an estimated 5,100 to 5,400 new hotel rooms is expected to recapture hotel business currently being lost because not enough hotel rooms are available in San Francisco. The insufficient hotel room supply leads tourists, commercial travelers and convention participants, who would prefer to stay at San Francisco hotels, to choose either not to come to San Francisco or to stay at hotels located outside of but near San Francisco, such as at the San Francisco International Airport, in Burlingame or Oakland.

With the completion of the proposed five hotel projects containing about 3,300 hotel rooms, the annual area-wide occupancy rate is expected to range from 84% in 1981-2 to 77% by 1985. This decline in occupancy would be attributable to increased room supply, not entirely compensated by the recapture of lost business./16/ Room rates are expected to increase by 10% per year (as compared to 12% per year prior to 1982) because of the increase in the number of hotel rooms. Should the estimated 2,500 to 2,800 rooms currently in the informal planning stages be added to the existing and formally proposed hotel room stock, then occupancy rates could drop below 77%. Conversely, should fewer of these rooms be constructed, then occupancy rates could increase to above 80%. If even more hotel rooms were to be added to the San Francisco hotel room stock after 1985, hotel occupancy rates and increases in room rates

would be expected to decline further if there were not a corresponding increase in hotel room demand.

Effects on the San Francisco Tourist Industry. New hotel construction in the downtown area would strengthen the tourist industry in San Francisco, especially for the convention tourist market. Construction of up to 5,400 quality hotel rooms, coupled with the opening of the George R. Moscone Convention Center, is expected to increase the number of convention participants visiting San Francisco. The convention visitors make a substantial contribution to San Francisco income. According to 1979 figures provided by the San Francisco Convention and Visitors Bureau, convention participants spent 233% more per capita (\$772) than per capita expenditures (\$232) by other tourist or commercial travelers visiting San Francisco. These per-capita estimates are for all tourist expenditures in San Francisco, including hotel room and food and beverage sales. An increased ratio of convention-tourist business to other tourist business in San Francisco could be expected to generate higher tourist income to the City and County.

Cumulative Hotel Tax Contributions. Based on an 80% occupancy rate and an average daily room rate of \$50, the proposed Hotel Ramada, Hilton Tower No. 2, Holiday Inn at O'Farrell and Mason Sts., and Holiday Inn Civic Center addition would generate an estimated \$3.7 million of additional hotel tax revenue at the rate of 9.75% of gross room rental sales. This amount would be about 11% of the projected total hotel tax revenue of \$32.7 million to be collected in Fiscal Year 1982-83./16/

- Low-Cost and Quality Hotel Markets. Even though construction of the Hilton Tower No. 2, Hotel Ramada and Holiday Inn would increase total hotel room supply in the downtown area, their construction would not necessarily decrease the demand or pressure for conversion of low-cost residential hotel units. The proposed hotel developments would be quality hotels (see Note /5/ on p. 48 with room rates of \$50+; these hotels would serve a different market than the low-cost tourist hotels in the Tenderloin. Some tourists who could not afford the \$50+ room rates at the Hilton Tower No. 2, Hotel Ramada and Holiday Inn would be willing to stay in smaller, less expensive hotels, especially if these smaller hotels are in the vicinity of the larger, quality

hotels and are able to share in the facilities of major hotels, such as restaurants and speciality shops. The smaller tourist hotels that would be most likely to attract to these new customers would be those hotels that have been upgraded and are located near the three proposed hotel developments. A decrease in overall hotel room demand would reduce the demand for low cost hotel units slightly, but a large shift in demand from low-cost to higher cost residential hotel units would have to occur before demand for low-cost hotels in the Tenderloin decreases.

● INDIRECT ECONOMIC EFFECTS

Cumulative development of the three hotel developments planned for the eastern Tenderloin would contribute to, but would not be totally responsible for, several indirect economic effects on residential property values and land use patterns in the Tenderloin that would result from the increased demand for land in the Tenderloin and increasing property values. Other factors contributing to indirect economic effects include public revitalization programs which are currently in effect or are planned for the Tenderloin, the increase in convention tourist trade expected from the opening of the George R. Moscone Convention Center and the continued overall growth of tourism in the City, and the land in the Tenderloin zoned C-3-G, which is relatively inexpensive as compared to other, similarly zoned areas of the City (see the discussion of these factors contained in the Tenderloin Property Market Trend subsection on pp. 47 - 48b).

According to current social research methods and analyses, the individual effects of each of these factors on increasing land values in the Tenderloin cannot be quantified or separated from the effects of other identified factors (see also Social Cost discussion below)./17/

Residential Displacement. Displacement of Tenderloin residents would be the most far-reaching effect of increased pressure for development on land values in the Tenderloin. Residential displacement would occur primarily when residential hotel units or apartment units are converted to tourist units and when rents rise to levels that tenants cannot afford.

IV. Environmental Impacts

Until passage of a permanent ordinance prohibiting conversion of residential hotel units and apartment units to tourist units, roughly 1,900 persons were displaced from the Tenderloin between 1975 and 1980 because of conversions./18/ This number does not include illegal conversion that took place between November 1979 to the present, which has been estimated to have displaced as many as 2,300 additional persons from the Tenderloin./19/ The extent of residential displacement caused by conversion since 1975 is indicative of a strong economic force, the San Francisco tourist industry, displacing the residential hotel market in the Tenderloin.

The extent of future displacement caused by conversion would be limited by the recently adopted permanent conversion ordinance, which prohibits conversion or demolition of residential hotel and apartment units without a one-for-one replacement with comparable low-cost units or in-lieu funds. Because the ordinance allows for relocation assistance to tenants of units that would be converted, it does not protect against displacement of residents from the Tenderloin neighborhood.

Assuming that penalties and remedies contained in the permanent control ordinance are enforced, displacement through conversion to tourist units is expected to be minimal. The Ordinance contains provisions for tenants to report and take action against conversions. Many Tenderloin residents are elderly, transient, disabled or ex-offenders who may not be able to or wish to become involved in reporting illegal conversions. To protect against this potential loophole, the Ordinance also provides that the Superintendent of Building Inspection will determine annually whether the number of legal tourist units reported on the Annual Unit Usage Report do or do not exceed the number of units to which the owner is entitled.

There would still be pressure to increase the supply of low-cost tourist hotel rooms by converting residential hotel and apartment units because of continued growth of low-cost and high-cost hotel room demand in San Francisco; however, requirements of the Ordinance for relocation assistance, unit replacement or a contribution to the City's Housing Development Fund would remove the economic incentive for conversion, and would discourage large-scale conversion of residential hotels.

IV. Environmental Impacts

Residential displacement attributable to rising rents would be partially offset by the City's rent control ordinance which limits rent increases to 7% per year. The rent control ordinance would benefit long-term, stable residents of the Tenderloin who have lived in the same residential hotel unit or apartment more than one year; the rent control ordinance does not protect units that would have a change of occupancy. Assuming that rents of the units that would have a change of occupancy increase in a manner similar to historic rent increases in the Tenderloin, rents for apartment units would increase between 13% and 17% each year and rents for residential hotel units between 0% and 7% per year causing continued hardships on the low-income of the Tenderloin residents, particularly the elderly and disabled.

Conversion of apartment units to uses other than tourist units is permitted under the permanent conversion Ordinance. The Ordinance requires the Department of City Planning to conduct a study by December 1981 of apartment conversion for the purpose of developing more refined guidelines for apartment unit conversions. Until further restrictions are placed on apartment unit conversion, conversion of apartments to commercial retail and office uses could also lead to residential displacement in the Tenderloin; the extent of this potential displacement has not been determined.

Because of the severe shortage of low-cost housing in the City, many tenants who would normally be displaced by increased rents would be forced to remain in their rooms or apartments and pay a larger proportion of their monthly income for rents; other monthly expenditures for food, clothing and transportation would decrease and dependency on public programs and income assistance would increase.

Business Displacement. Pressure for development in the Tenderloin would result in the displacement of local-serving businesses. As land values and rents rise, local businesses that lease their building space could be displaced if they are not able to convert to more profitable tourist-serving uses. Businesses that own their building space would not be forced to convert to tourist uses by rising rents, but would have an economic justification for converting to more profitable tourist-serving uses. Businesses that have frontages opposite the three proposed hotel developments would be the most

likely to benefit from increased tourist trade in the area. Total business displacement would be offset by the provisions of the UDAG grant to preserve some neighborhood-serving businesses in the Tenderloin. Many of the business establishments in the Tenderloin are marginal; increased property values and tourist trade would increase the wealth and income of Tenderloin business operators, which would allow them to upgrade and expand their businesses.

Intensification of Existing Land Uses. Increased pressure for development in the Tenderloin property market would lead to intensification of existing land uses. Existing zoning and height and bulk districts allow for more intense land uses than currently exist in the area surrounding the project site. This could indirectly encourage the demolition and conversion of existing low-intensity land uses. As property values increase in the Tenderloin, property not built up to maximum permitted zoning and height and bulk districts would become more valuable. Property owners desiring to realize increased economic returns on their properties would eventually:

- replace under-used land with the maximum allowable land uses;
- upgrade existing land uses to increase economic returns on their property; or
- convert existing uses to another permitted use that will be more profitable.

Any one of these actions would have the indirect effect of displacing or converting residential or neighborhood-serving uses to more intense office, commercial or tourist-serving uses, resulting in a loss of low-income housing in the Tenderloin and the City as a whole.

Loss of residential hotel and apartment units would be partially offset by the permanent ordinance to regulate the conversion of residential hotel and apartment units to tourist units and by the UDAG grant which has provisions to permanently preserve an estimated 480 - 485 residential units in the Tenderloin. Intensification of land uses would occur especially on the blocks surrounding the hotel core to the northwest; establishments on these blocks

would be more likely to successfully attract increased tourist retail trade.

Social Costs. Displacement of residential and neighborhood-serving uses would result in social or "public" costs which often are not accounted for in the normal costs or pricing systems of the private market. Examples of social costs caused by displacement and increased property values in the Tenderloin are increased pressure on low-cost housing in the City, which is already in short supply, psychological hardship of remaining residents caused by a loss of friends, and increased cost of goods and services for the neighborhood residents. Direct dollar amounts usually cannot be applied to social costs, and therefore social costs are considered, but usually not quantified for decision making./20/

Combined Development Effects. Construction of the proposed Hotel Ramada and Holiday Inn would extend major hotel development of the Union Square downtown hotel district farther into the Tenderloin neighborhood. This extension of tourist uses, along with other pressures for development in the Tenderloin could contribute to rising property values, and thus indirectly to increased rents and pressures to convert to tourist uses.

Although the three proposed hotels would have a cumulative development effect, the proposed Hilton Tower No. 2 would be expected to have the least effect because it would be an addition to an existing tourist use that was introduced into the Tenderloin in 1963. When the original 19-story Hilton Hotel was constructed and, later in 1969 when the 40-story tower was added, land use changes occurred mostly on the blocks opposite the Hilton to the north. The surrounding blocks to the south, east and west (in what is now the Tenderloin RAP area) continued to deteriorate,/19/ indicating that the Hilton Hotel and Tower had little effect on land values and conversion of land use patterns in Tenderloin.

● NOTES - Economic, Employment and Fiscal Aspects

/1/ Based on the percentage of San Francisco employee residency at the Hilton Hotel, a similar hotel located adjacent to the project site.

/2/ T. DePaolo, Ramada Development Company, telephone communication, 4 March 1980.

/3/ J. MacKay, Haas and Haynie Corporation, letter communication, 5 March 1980.

/4/ An employment multiplier is a quantitative expression of the extent to which a change in local production induces an overall change in employment. The construction multiplier as stated in this report means that, for each person employed as a result of project construction, additional regional employment opportunities would be generated by his or her demand for goods and services. As persons tend to spend their incomes in the San Francisco Bay Area, their purchases become income to those who sell goods and services. These sellers, in turn, spend a portion of their income on their own purchases and so on. The resulting increase in the level of economic activity provides additional jobs. Two construction employment multipliers, 2.0 and 1.9, have been used for Downtown commercial office projects. The 2.0 construction employment multiplier is contained in: City and County of San Francisco, Department of City Planning, Final Environmental Impact Report: Yerba Buena Center, EE 77.220, 6 January 1978, Appendix D., Economics, p. 40 cc; and, the 1.9 construction employment multiplier is contained in: City and County of San Francisco, Department of City Planning, Draft Environmental Impact Report: Bank of Tokyo of California Building, EE 74.170, 24 January 1975, p. 41.

These multipliers, measures of the total jobs resulting from construction, should be considered as rough indicators of the number of secondary jobs that could result from project construction employment.

/5/ A visitor-night is counted as each night a visitor spends in a hotel. Per visitor-night expenditures were derived from: San Francisco Convention and Visitors Bureau, June 1980, 1979 Annual Report, p. 11 1979 Statistical Summary; and D. Wassenaar, Ph.D. Institute for Business and Economic Research, San Jose State University, telephone communication 18 April 1980.

/6/ Appreciation of land value and escalation of construction costs are expected before fiscal year 1982; however, estimates are given in constant dollars. Both the low and the high tax estimates assume the existing tax structure and appraisal of market value based on replacement costs. The low estimate is based on a tax rate of \$4 per \$100 assessed value and assumes that all existing San Francisco bond debt is retired. Any new bond repayment would be included in the \$4 tax rate, which is the maximum composite tax rate allowed under Proposition 13. The high estimate is based on a tax rate of \$4.97, which is the \$4.00 maximum composite tax rate plus the 97¢ tax rate for previously approved San Francisco bond debt. The current 97¢ bond tax rate is not expected to be retired until the year 2020 (J. Porter, Chief Accountant,

IV. Environmental Impacts

Controller's Office, City and County of San Francisco, telephone communication 17 April 1980).

/7/ With the recent Muni fare increase, effective 1 April 1980, 1/3 of Muni's annual operating revenue is expected to be generated from the fare box, which under Assembly Bill 1107, allows Muni to receive a portion of the 1/2¢ BART sale tax revenues. Assembly Bill 1107 provides for 25% of the 1/2¢ BART sales tax to be allocated to Muni, A-C Transit and BART, if these transit systems generate at least 1/3 of their revenue from the fare box. Distribution of these funds is determined each fiscal year by the Metropolitan Transportation Commission (MTC). MTC estimates that approximately \$26 million will be collected from (BART) sales taxes in the 1980-81 fiscal year and, of this amount, Muni will receive about 50%. (D. Cole, Grants Officer, San Francisco Municipal Railway, telephone communications, 28 March 1980 and 17 April 1980.

/8/ Indirect sales tax revenue would accrue to the City from only part of total tourist expenditures since the tax does not apply to services or sale of certain merchandise, in particular: food for human consumption except meals furnished by restaurants and similar establishments; newspapers; and magazines published more often than once every three months. Estimated indirect sales tax revenues were based on the following assumptions contained in San Francisco Planning and Urban Renewal Association, June 1975, Detailed Findings; Impact of Intensive High-rise Development in San Francisco, Final Report, pp. 265-277:

Percent of Taxable Sales:

Restaurants	100%	Sightseeing	50%
Retail Sales	100%	Auto-Related	85%
Entertainment	50%	Other Items	95%
Local Transportation	0%		

/9/ R. Evans, Assistant Director of Public Works, City and County of San Francisco, telephone communication, 23 March 1980.

/10/ Further discussion of downtown development and the wet-weather system design of the San Francisco Wastewater Management Program can be found in:

Sedway/Cooke, October 1979, Downtown San Francisco Conservation and Development Planning Program: Phase 1 Study, pp. 55-56.

/11/ D. Cole, Grants Administrator, San Francisco Municipal Railway, telephone communication, 28 March 1980.

/12/ Muni and BART average deficits per trip should not be compared, because each agency has its own cost-accounting methods and considerations. Each deficit estimate has been independently derived by these agencies using cost and revenue assumptions unique to each system.

/13/ W. Belding, Senior Economist, Bay Area Rapid Transit District, telephone communication, 28 March 1980.

/14/ In addition to the Hotel Ramada, the Hilton Hotel Tower No. 2, and two Holiday Inn projects are currently under EIR review at the Department of City Planning, Office of Environmental Review. The Office of Environmental Review file numbers for these projects are: Hilton Hotel - EE 79.257; Holiday Inn / Mason and O'Farrell - EE.79.283; and Holiday Inn / Civic Center Addition - EE.79.314.

/15/ R. Sullivan, General Manager, San Francisco Convention and Visitors Bureau, telephone communication, 4 April 1980; D. Hess, Assistant Manager, San Francisco Convention and Visitors Bureau, telephone communication, 17 April 1980; and H. Sause, Yerba Buena Project Manager, San Francisco Redevelopment Agency, telephone communication, 22 April 1980.

/16/ Lavenhol and Horwath, 1 March 1979, Projected Hotel Tax Collections for San Francisco, prepared for Roger Boas, Chief Administrative Officer, City and County of San Francisco. This report is available for public review at the Department of City Planning, Office of Environmental Review.

/17/ T. Muller, Urban Land Institute; September 1976, Economic Impacts of Land Development: Employment, Housing and Property Values; E. Tufte, 1974, Data Analysis for Politics and Policy.

/18/ Department of City Planning, November 1980, A Study of the Conversion and Demolition of Residential Hotel Units.

/19/ San Francisco Study Center, February 1980, "Research Paper on San Francisco's Tenderloin Neighborhood," prepared for the North of Market Planning Coalition.

/20/ K. Christensen, Urban Land Institute, September 1976, Social Impacts of Land Development.

F. TRANSPORTATION, CIRCULATION AND PARKING

EXCAVATION AND CONSTRUCTION IMPACTS

The total construction period is estimated to last for approximately 24 months, with sidewalk and 8 ft. of roadway closures on all streets adjacent to the project site for about 22 months, eliminating one lane of parking on all four streets. On North Fifth St., the west parking lane is a tow-away lane from 4:00 to 6:00 p.m. and is used as a supplementary left-turn lane onto Ellis St.; closure of the lane would temporarily eliminate this function.

Access to the project for haul vehicles would be from Eddy St. The haul route from the site is proposed via Eddy, Fifth, Harrison and Sixth Sts. to

Interstate Route 280 to U.S. 101. The probable disposal site would be at Oyster Point in San Mateo County. The return route would be from U.S. 101 to Interstate Route 280 to Sixth, Taylor and Eddy Sts. Haul operations are estimated to last about 30 days, and could generate between 18 and 24 trips per hour distributed approximately evenly throughout the work day./1/ The truck traffic would lower the abilities of the haul route streets and the Sixth St. on-ramp to carry traffic because of truck operational characteristics such as slower speed, slower acceleration and larger turning radii. Post-excavation construction could be worked from any of the adjacent streets. This work would generate from 30 to 50 truck trips per day./1/ The construction activities would have minimal impact on transit operations since the one-way counterclockwise circulation pattern of the peripheral streets places all transit loading and unloading on the opposite side of the street from the project site.

Installation and extension of telephone and electrical conduit could further impede traffic flow on Eddy St. These activities generally take place during the off-peak hours between 9:00 a.m. and 4:00 p.m. or at night.

PROJECT TRIP GENERATION

To determine project trip-generation characteristics for hotels in the vicinity of the project site, two separate surveys were made at the existing 1700-room Hilton Hotel and Tower which is across Mason and Ellis Sts. from the Hotel Ramada site (for further description of the surveys, see the Hilton Hotel Tower No. 2 DEIR, EE 79.257). During a one-week period from 8 to 14 February 1980, guests registering at the hotel were asked how they arrived and whether they had rented, or intended to rent, a car. All employees of the existing Hilton Hotel and Tower were surveyed for place of residence and mode of transportation to and from work. A series of manual counts was also made at the existing Hilton Hotel between the hours of 7:00 a.m. and 6:00 p.m. on Monday and Tuesday, 3 and 4 March 1980. These counts covered both vehicle and pedestrian traffic and were made on all four streets adjacent to the site.

The Hotel Ramada would contain about 1,000 rooms and would generate an estimated 2,400 vehicle trips daily and 190 trips during the p.m. peak hour at the perimeter of the site. According to the Hilton Hotel counts, peak vehicular trip generation occurs between 5:00 and 6:00 p.m. Daily pedestrian trip generation is estimated at 9,600 trips, with 1,250 of these trips occurring during the noon peak hour. The project would have about 615 employees. Projected trip patterns for guests and employees are listed in Table 12. Vehicle and pedestrian access patterns to the hotel are shown in Figure 30, p. 110.

TABLE 12: ESTIMATED 24 HOUR WEEKDAY TRAVEL GENERATED BY THE HOTEL RAMADA
(Person Trip Ends)

EMPLOYEES*

<u>Area of Residence</u>	<u>%</u>	<u>One-Way Person Trip Ends</u>		
		<u>Auto</u>	<u>Transit**</u>	<u>Walk***</u>
San Francisco	68	230	510	780
East Bay	13	40	120	160
Peninsula	14	40	120	160
North Bay	5	<u>20</u>	<u>60</u>	<u>80</u>
TOTAL		330	810	1,180

*Does not include the 25 estimated retail employees.

**Trips made by transit would typically begin as pedestrian trips from the hotel.

***Five percent of San Francisco residents assumed to walk to work; no employees to park in hotel garage.

GUESTS

<u>Area of Trip Origin or Destination</u>	<u>%</u>	<u>Auto*</u>	<u>Transit**</u>	<u>Walk***</u>
San Francisco	70	2,020	920	7,320
East Bay	6	560	270	200
Peninsula	20	980	920	1,000
North Bay	4	<u>440</u>	<u>120</u>	<u>100</u>
TOTAL		4,000	2,230	8,420

*Includes taxis and service vehicles. Vehicle occupancy assumed to be 1.5 for taxis and 1.6 for autos.

**Trips made by public transit would typically begin as pedestrian trips from the hotel.

***Pedestrian trips do not include trips to vehicles on the project block or on streets peripheral to the project block.

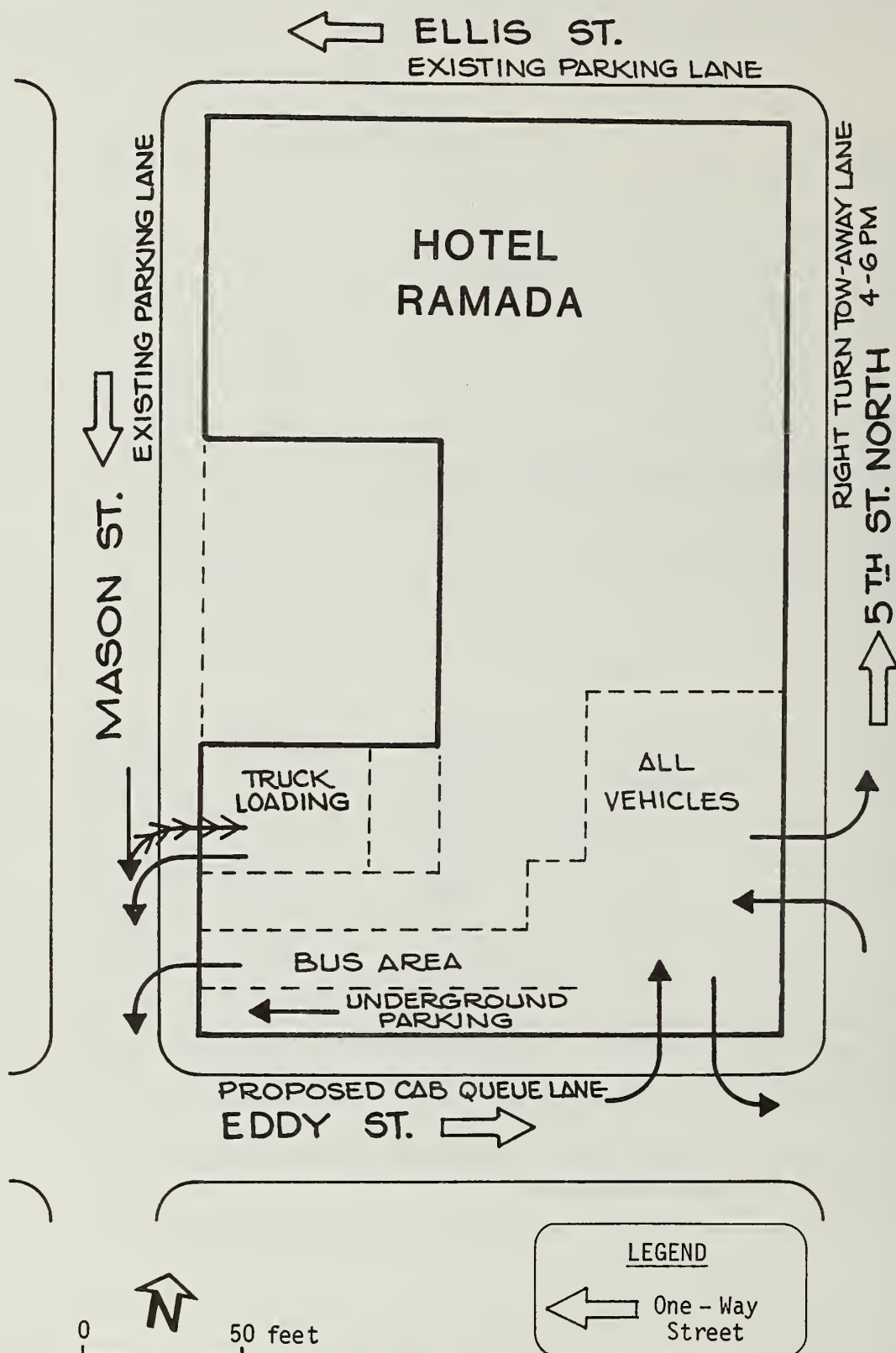


FIGURE 30: ACCESS PATTERNS
AT THE PROJECT SITE

There are other hotel-related vehicle trips by guests and employees that have their ends in the site vicinity, but could not be counted in the survey. From information developed in the other surveys, it is estimated that the total unit vehicle trip generation is 2.9 trips per occupied room. This figure was used in estimating vehicle miles travelled.

TRAFFIC IMPACTS

The proposed Hotel Ramada would generate a total of about 2,900 vehicular trip ends daily, of which there would be an estimated 2,400 new vehicle trip ends at the hotel garage, loading docks or on streets adjacent to the hotel. The evening peak-hour generation at the site is estimated at 190 trip ends. The daily trips include 100 new charter and tour bus trip ends (50 buses). The number of service and delivery vehicle trip ends is anticipated to be about 60 per day.

Current traffic volumes on streets in the project area were expanded to the year 1982 the assumed year of project completion,, by an annual factor of 1.8%. This factor was developed in the 1970 Downtown Parking and Traffic Survey made by the San Francisco Department of Public Works. The increases in traffic to the year 1982 and the increases estimated for the project are shown in Table 13.

The impact of project traffic on the volume/capacity ratios and corresponding Levels of Service for the nearby intersections are listed in Table 14, p. 113. The current intersection volumes were expanded to the 1982 base year by the same factors as for the street volumes. From that table, all intersections would be operating at Service Level C or better, with the exception of Ellis and Mason Sts. which would be reduced from C to D.

The Hotel Ramada proposes a recessed entry plaza at the southeast corner with access from and to Eddy St. and Fifth St. North and to Mason St. Cars, taxis and buses would use the plaza for passenger loading and unloading. The plaza would be able to accommodate three buses at a time; if there are more than three buses, they would queue at the curbs on Eddy St. and Fifth St. North and wait to unload until space became available. Access to the underground

TABLE 13: PROJECTED 1982 VEHICLE VOLUMES ON THE STREETS SURROUNDING THE SITE

Street	Existing 1980			1982 Base			1982 Base and Project			
	24 Hour	Peak Hour*	Peak 8 Hours	24 Hour	Peak Hour*	Peak 8 Hours	24 Hour	Peak Hour*	Peak 8 Hours	% Increase Peak Hour**
Ellis	12,600	990	7,190	13,100	1,030	7,450	13,550	1,060	7,590	3
Eddy	5,700	520	3,250	5,900	540	3,370	6,770	610	3,790	13
Mason	5,700	460	3,250	5,900	480	3,370	6,380	520	3,570	8
Fifth St. North	7,500	600	4,280	7,800	620	4,430	8,400	670	4,700	8

*Single peak hour during the peak period between 4:00 and 6:00 p.m.

**Percent increase over 1982 Base traffic volumes.

TABLE 14: PROJECTED 1982 VOLUME/CAPACITY RATIOS AT P.M. PEAK HOUR*

Intersection	Existing		1982 Base		1982 Base + Project	
	V/C	Ratio**	V/C	Ratio**	V/C	Ratio**
Ellis - Mason	0.76	C	0.78	C	0.82	D
Ellis - Fifth St. North	0.61	B	0.63	B	0.65	B
Eddy - Mason	0.57	A	0.59	A	0.62	B
Eddy - Fifth St. North	0.50	A	0.52	A	0.55	A
Market - Fourth	0.50	A	0.51	A	0.52	A
Market - Fifth	0.46	A	0.47	A	0.47	A
Market - Sixth	0.74	C	0.76	C	0.77	C
Market - Seventh	0.54	A	0.56	A	0.56	A

*The single peak hour during the peak period from 4:00 to 6:00 p.m.

**This is the ratio of the projected volume to service volume at Level of Service E.

***Level of Service (see Appendix E, Table E-2, p. 211 for a discussion of Levels of Service).

parking would be located in the plaza area. Taxis would queue on Eddy St., replacing the existing parking lane. The taxi queue would have no greater effect on Eddy St. transit operations than does the existing curbside parking.

Three truck bays would be provided on Mason St. near Eddy St. Each of these docks would measure 45 ft. by 12 ft. This would be deep enough to accommodate most trucks without blocking the sidewalk. Long-haul tractor-trailer rigs would be docked occasionally; these are typically about 60 feet in length and would block the sidewalk when docked. Maneuvering space would be on the street and, in the course of docking maneuvers, there would be intermittent blockages of traffic lanes and the sidewalk. Almost all truck deliveries are made during the morning and early afternoon periods. Few of these trips are made during the p.m. peak hour. The largest hourly accumulation noted in the Hilton survey was six trucks; the existing Hilton Hotel has about 1700 rooms and is served by two truck docks. There would be fewer instances of the demand for docking exceeding the capacity of the docks at the proposed Hotel Ramada, with 1000 rooms and three truck docks, than at the existing Hilton Hotel. If no curb space is available when peak demand on the docks occurs, trucks would be double-parked, blocking one lane of traffic on Mason St.

PARKING IMPACTS

The Hotel Ramada proposes 70 individually accessible on-site parking spaces; 130 would be available if valet parking were used. On those occasions when there are local Northern California conventions and a large proportion of guests drive to the hotel, this parking would be fully used. The Hilton Hotel survey indicated that, at other times, approximately 0.15 guest vehicles are parked there per occupied room. The project at full occupancy (1000 rooms) would therefore be expected to produce a demand for about 150 spaces of guest parking. Also from the Hilton Hotel employee survey, about 26% of the employees would be expected to drive or carpool to work. It is assumed that no provision for on-site parking would be made for employees. If two-thirds of the employees were to work the day shift, approximately 100 spaces would be required for employee parking. The total parking space demand of the project would therefore be for about 250 spaces.

There would therefore be an excess daily demand for about 120 spaces, if valet parking were used. From the parking survey, the excess vehicles would be accommodated by the existing lots and garages in the near vicinity. (See Table E-3, p. 223.)

PEDESTRIAN IMPACTS

- There would be an estimated 9,600 new pedestrian trips generated by the project; about 1,250 of these trips would be generated during the noon peak hour. The trips would be oriented primarily to the main lobby entrances on Fifth St. North and Eddy St. facing Hallidie Plaza. Projected flows on the adjacent streets, including the pedestrian traffic from the project, are shown in Table 15. The sidewalks around the project are wide enough to accommodate the increased traffic and still maintain an Impeded, but Unconstrained, flow level during the peak-hour periods.
- The new vehicular trips would conflict with pedestrian trips at driveways, in crossing the sidewalk, and as turning movements at signalized intersections in the area equipped with pedestrian signals. Roughly 1,000 trips would be made daily into or out of the entrance area of the proposed Hotel Ramada, or about one per minute during the peak p.m. traffic hour. Pedestrian traffic on Eddy St. at that time is about 700 persons per hour, or one every five seconds. Drivers would often encounter pedestrians in the driveway. As with pedestrian - vehicle conflicts at intersections, there is the potential for injury to pedestrians. It should be noted that pedestrians now must cross driveways to the existing parking lots on the site; these would be removed.

Because of the proposed hotel's proximity to the Moscone Center, it is anticipated that pedestrian travel between the hotel and Convention Center would be encouraged. In the EIR for the Yerba Buena (Moscone) Center,

TABLE 15: PEDESTRIAN IMPACTS OF PROJECT - NOON HOUR-PEAK 15-MINUTE PERIOD

<u>Sidewalk</u>	<u>Effective Width (ft)</u>	<u>Existing Trips</u>	<u>Project Trips</u>	<u>Total Trips</u>	<u>Rate*</u>	<u>Pedestrian Flow Level**</u>
Mason St.	9	90	40	130	1.0	Unimpeded
Ellis St.	9	140	150	290	2.1	Impeded
Fifth St. North	6	80	270 ***	350	3.9	Impeded
Eddy St.	9	180	60	240	1.8	Unimpeded

*Rate is the number of pedestrians per minute per foot of effective width of sidewalks.

**Per Pushkarev (See Appendix F, Table F-1, p. 309)

***Primarily trips to and from Moscone Center

IV. Environmental Impacts

pedestrian trips oriented to the north via Fourth St. and the Pedestrian Concourse were estimated at 3,800 during the peak 15 minutes of the 4:30 to 5:30 p.m. peak hour for a "design day" (a convention with maximum attendance).^{2/} Of these, 35% or 1,330 trips would be single mode (walking only) trips. This translates to 4,200 (walking only) pedestrian trips during the p.m. peak hour. This estimate may be somewhat low in view of subsequent proposals for construction of the current project plus the proposed Holiday Inn and Hilton Tower No. 2 on adjacent sites. The proximity of the hotels to the Convention Center would shift trips from other modes of travel, as estimated in the YBC EIR, to the pedestrian mode. The impact of the Moscone Center during days of maximum attendance may be sufficient to cause p.m. peak-hour pedestrian traffic from the hotel to equal or exceed the noon-hour peak. However, the higher element of non-convention-center pedestrian traffic on streets adjacent to the hotel during the noon hour would be expected to maintain that period as the peak condition.

Because of the grid street system, there are numerous routes to and from the Moscone Center, but all trips must cross Market St. The estimated 9,600 daily pedestrian trips from the proposed project at 100% occupancy include multiple-mode trips - i.e., pedestrian trips to a transit system or automobile (except for curbside on the adjacent streets). If an average of 10% of these trips are to the Moscone Center, they would increase the current 52,400 daily pedestrian trips crossing Market St. at Fifth St., Powell St. and Fourth St. by less than 2%.

TRANSIT IMPACTS

Increases in transit trips generated by the project are estimated in Table 16. Guest trips are typically made during off-peak hours. It is assumed, for worst-case analysis, that about 90% of hotel employees either depart or arrive during the 4:00 p.m. to 6:00 p.m. peak period, although, according to G. Porter, Ramada Development Company, the shift change would probably occur between 3:00 and 3:30 p.m.

Table 17, p. 118 shows projected transit ridership for 1982, both with and without project-generated trips. The factors used to project ridership growth

TABLE 16: PROJECT GENERATED PERSON-TRIPS BY TRANSIT

<u>Employees</u>	<u>Facility</u>	<u>24 Hour One-way trips</u>	<u>P.M. Peak Hour One-way trips</u>
	Muni	470	190
	BART	190	70
	AC Transit	60	25
	SamTrans	30	10
	Southern Pacific	30	10
	Other	<u>20</u>	<u>5</u>
Sub-Total		810*	310*
<u>Guests</u>	Muni (Cable Car)	360	40
	BART	90	30
	Other Public Transp.	80	10
	Charter & Tour Bus	1,280	190
	Airporter	<u>420</u>	<u>90</u>
Sub-Total		<u>2,230</u>	<u>360</u>
Total Transit Trips		3,040	670

* Numbers may not add precisely due to rounding.

were derived from the latest available data on annual riderships from the various systems. With respect to the immediate area of the project, the Muni Five-Year Plan previously noted projects conversion of its rolling stock to include articulated buses and trolley coaches, newer standard buses and light-rail vehicles to replace existing street cars on Market St. The N street-car line has recently been converted to the Metro mode as a light-rail vehicle under Market St. The capacity of SamTrans will be increased by the addition of new buses./3/ It is anticipated that the private Airporter bus system would expand its services as required to accommodate the passengers

TABLE 17: 1982 PROJECTED TRANSIT CHARACTERISTICS OF THE PROJECT - P.M. PEAK-HOUR OUTBOUND ONLY

	Existing (1980)		1982 Base		1982 Base + Hotel Ramada	
	Ridership	% Capacity	Ridership	% Capacity	Ridership	% Capacity
Muni*	-	-	15,900	92	16,090	93
BART	17,000	72	20,400	86	20,500	86
AC Transit	9,600	85	10,900	96	10,910	96
Sam Trans	1,000	80	1,300	87 **	1,310	87
SPRR	7,000	70	8,000	80	8,010	80
Golden Gate Motor Coach Ferry	6,200 1,370	90 65	7,100 1,600	103 76	7,100 1,600	103 76
Harbor Carriers	430	61	500	71	500	71
Airporter	300	75	320	80	410	102
						22.0

*Muni projections through 1982 by the Department of City Planning. Lines K, L, M, N, 5, 6, 7, 8, 9, 11, 12, 14, 14L, 14X, 16, 25, 30, 33, 38, 38X, 66, 71, 72; excluding cable cars.
 **Sam Trans 1982 capacity assumed to increase by 20% (L. Stuek, Supervisor of Program Development, SamTrans, telephone communication, 16 April 1980).
 ***Percent increase in ridership over 1982 Base Year; peak-hour ridership on the Powell St. cable car lines would increase by about 2.6% to about 87% of capacity.

IV. Environmental Impacts

from the Hotel Ramada and the two other hotel developments proposed on adjacent blocks./4/ All other system capacities are assumed to remain the same, although it should be noted that BART capacity may be increased as a result of reduced headway times.

CUMULATIVE TRAFFIC IMPACTS

Other pending developments in the project vicinity which would have an impact on traffic and transportation facilities include the proposed 1,000-room Holiday Inn at O'Farrell and Mason Sts. and the proposed 410-room Hilton Tower No. 2 at O'Farrell and Taylor Sts. There are also proposed changes in the directional designations (one-way or two-way) of streets near these hotel sites. In one proposal, Fifth St. North would be converted to two-way operation between O'Farrell and Ellis Sts. In another, Powell St. would be made one-way southbound between Geary and Ellis Sts.; the northbound lane would be reserved for pedestrians and cable cars. In a third proposal, Mason St. would be made two-way between Market and Geary Sts., thus providing a northbound route to accommodate traffic displaced from Powell St., were it to be made one-way southbound.

Using the total vehicle trip end generation rate of 2.9 trips per occupied room, the trip ends estimated for the Holiday Inn at 100% occupancy would be about 2,900 daily and 240 during the peak hour. For the Hilton Tower No. 2, the estimated trips would be about 1,190 daily and 190 for the peak hour. The cumulative p.m. peak-hour traffic volumes on the streets adjacent to the Hotel Ramada are listed in Table 18. This table shows current traffic volumes expanded to the year 1982, volumes added by the other two hotel projects, and total volumes from the other two hotels plus the Hotel Ramada.

From Table 18, the largest proportionate increase in cumulative traffic is projected on Eddy St. However, the current volumes are low on this street and the cumulative volumes remain correspondingly low.

TABLE 18: PROJECTED CUMULATIVE VEHICLE VOLUMES

Street	1982 Base			1982 Base + Other Hotels				1982 Base+Other Hotels+Hotel Ramada			
	24 Hour	Peak Hour*	Peak 8 Hours	24 Hour	Peak Hour*	Peak 8 Hours	%Increase Peak Hour**	24 Hour	Peak Hour*	Peak 8 Hours	%Increase Peak Hour***
Ellis	13,100	1,030	7,450	13,530	1,070	7,580	4	13,980	1,100	7,830	3
Eddy	5,900	540	3,370	6,510	590	3,650	8	7,380	660	4,130	11
Mason	5,900	480	3,370	6,550	530	3,670	9	7,030	570	3,940	7
Fifth N.	7,800	620	4,430	8,080	660	4,530	6	8,680	710	4,860	7

*Single peak hour during the peak period between 4:00 and 6:00 p.m.

**Percent increase over 1982 Base traffic volume.

***Percent increase over 1982 Base + Other Hotels.

IV. Environmental Impacts

The volume/capacity ratios for the nearby intersections under the same conditions as Table 18 are shown in Table 19. The Service Level at the intersection of Mason St. and Ellis St. would be lowered from Level C to Level D by the project alone or by cumulative hotel development without the project. All other intersections would remain at Level C or better.

The total daily number of buses generated by each project, assuming 100% occupancy, is as follows:

<u>Hotel</u>	<u>Charter</u>	<u>Tour</u>	<u>Total</u>
Hotel Ramada	30	20	50
Hilton Tower No. 2	10	10	20
Holiday Inn	<u>30</u>	<u>20</u>	<u>50</u>
Total	70	50	120

Because of the mutual proximity of the three hotels, there may be some overlap in tour buses, since one bus may serve two or more hotels. Of the 120 buses daily (240 trips), 20% or about 50 trips are projected for the hour between 5:00 p.m. and 6:00 p.m. Over 50% of these would be tour buses. The effect of these bus trips has been included in Table 18, p. 120.

The number of delivery and service vehicles which would be generated by the Hotel Ramada has been estimated at about 30 per day. The numbers to the Holiday Inn and to the Hilton Tower No. 2 are estimated at 30 and 10, respectively, giving a total of 70 trucks daily, or 140 delivery- or service-vehicle trip ends. Few, if any, service trips are made during the p.m. peak-hour period. Because of the locations of the three hotels' service bays, about 50% of all trips must pass through the intersection of Ellis and Mason Sts. These trips would be spread fairly evenly over the nine-hour period from 7:00 a.m. to 4:00 p.m., so the average hourly volume through the

TABLE 19: - PROJECTED CUMULATIVE VOLUME/CAPACITY RATIOS AT PEAK HOUR*

Intersection	1982 Base		1982 Base + Other Hotels		1982 Base + Other Hotels + Hotel Ramada	
	V/C	Ratio**	LOS***	V/C	Ratio**	LOS***
Ellis-Mason	0.78		C	0.84	0.85	D
Ellis-Fifth N.	0.63		B	0.65	0.68	B
Eddy-Mason	0.59		A	0.64	0.67	B
Eddy-Fifth N.	0.52		A	0.55	0.59	A
Market-Fourth	0.51		A	0.53	0.55	A
Market-Fifth	0.47		A	0.49	0.49	A
Market-Sixth	0.76		C	0.78	0.79	C
Market-Seventh	0.56		A	0.56	0.57	A

*The single peak hour during the peak period from 4:00 to 6:00 p.m.

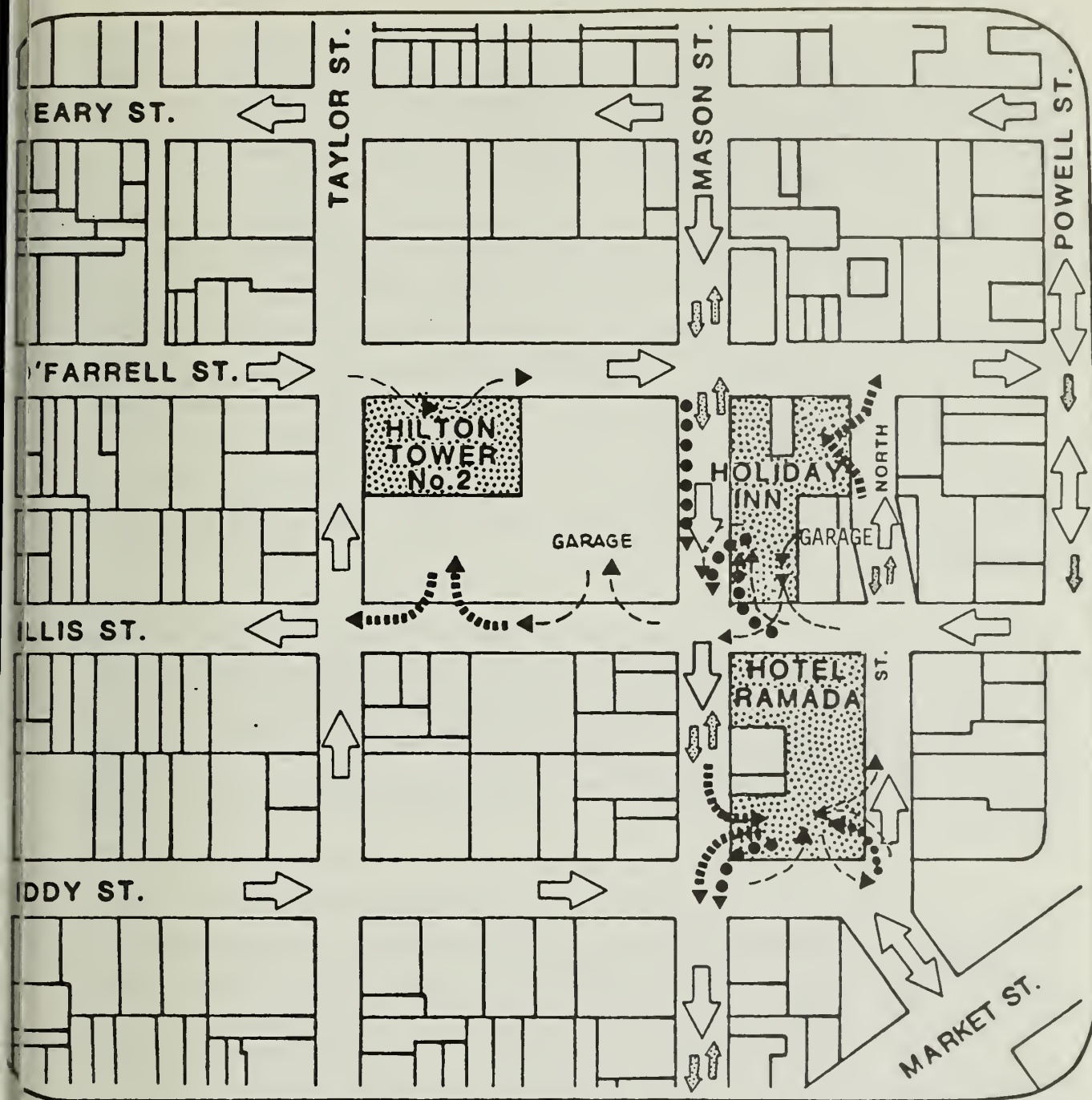
**This is the ratio of the projected volume to service volume at Level of Service E.

***Level of Service (see Appendix E, Table E-2, p. 211, for a discussion of Levels of Service).

intersection would be eight trips. The peak hour for service vehicles is from 7:00 a.m. to 8:00 a.m., at 15% of the daily volume, or ten trips. Figure 31 shows the locations of the three hotels and the proposed access points for each. The larger impact of service vehicles is not travel on the adjacent streets, but lane blockages during docking maneuvers.


- Street Pattern Changes Under Consideration. The proposal to change Fifth St. North, presently one-way between O'Farrell and Eddy Sts., to two-way between O'Farrell and Ellis Sts. would leave the one-block segment on the eastern side of the proposed Ramada Hotel site one-way northbound (see Figure 31). Southbound through-traffic from O'Farrell St. to Market St. would, therefore, not be diverted from Mason and Stockton Sts. to Fifth St. North as the result of the proposed change. The principal effect would be to improve access to the Holiday Inn which is proposed for construction on the block bounded by O'Farrell, Fifth St. North, Ellis, and Mason Sts. (see Figure 31). The proposed porte cochere at the southwest corner of the Holiday Inn site would be entered from Ellis St., and the proposed two-way designation of Fifth St. North would allow the Ellis St. entrances of the proposed Holiday Inn to be reached from O'Farrell St. by a right turn onto Fifth St. North. The curb lane on the west side of Fifth St. North might also then be used to park waiting tour and charter buses for the hotel.


The intersection of O'Farrell and Powell Sts. was observed during the 4:00 to 6:00 p.m. period on Tuesday, 12 August 1980. The peak hour for O'Farrell St. traffic was 5:00 to 6:00 p.m.; 260 vehicles were observed in left-turn movements from O'Farrell St. into the northbound lane of Powell St. These turns, as well as the other turning movements at the intersection conflicted with heavy pedestrian crossing flows so that vehicles were often left in the intersection at the conclusion of the green cycle. Momentary interference with Powell St. through traffic often ensued. The designation of Powell St. as one-way southbound between Geary and Ellis St. would remove these left turns from the intersection and thereby improve operating conditions at the intersection and at the intersection of Powell and Geary Sts. one block to the north. The displaced left turns could then be made at Grant Ave. two blocks east of Powell St.



LEGEND

 PROPOSED HOTEL DEVELOPMENT

 TRUCK ACCESS

 BUS ACCESS

 AUTO AND/OR TAXI ACCESS

 EXISTING DIRECTION OF TRAFFIC FLOW

 PROPOSED DIRECTION OF TRAFFIC FLOW

FIGURE 31: CUMULATIVE HOTEL ACCESS IN THE VICINITY OF THE PROJECT SITE

Or, if Mason St. were to be made two-way between Geary and Market Sts., the displaced left turns from O'Farrell St. to Powell St. could be made onto Mason St. northbound. This change would have two effects on the peak-hour volume-to-capacity ratio of the intersection of Mason and O'Farrell Sts. Capacity would be reduced by the loss of one lane in the southbound approach, and the left turns would conflict with pedestrian crossing traffic on the north side of O'Farrell St. and consume additional signal green time. The combined effect would be to increase the ratio of volumes to capacity at the intersection by more than 12%. The impact could be twice as much if the curb lane in the northbound side of O'Farrell St. were not effectively kept clear of stopped vehicles for the left-turning movements from O'Farrell St. to Mason St. The peak-hour service level would be reduced to C or D. The designation of Mason St. as two-way would also attract some of the trips now northbound on Taylor St.

Mason St. as a two-way street would allow buses and perhaps taxis to be loaded or unloaded at the proposed Holiday Inn with the right side nearest the curb. Otherwise, the proposed porte cochere at the southwest corner of the site would have to accommodate buses, taxis, and autos; interference with outbound Ellis St. traffic might otherwise occur as the result of delays in loading and unloading.

Entry to the garage of the proposed Holiday Inn would be from Ellis St. at a driveway east of the porte cochere - a direction contrary to the one-way westbound designation of Ellis St. The two-way designation of Mason St. and Fifth St. North would allow the vehicles leaving the porte cochere to be driven clockwise around the block to the garage. Mason St. would then also provide a new more direct access route to the truck docks of the proposed Hotel Ramada from Market St.

CUMULATIVE PARKING IMPACTS

The three proposed hotel projects would effect a net reduction in the existing supply of public off-street parking. The construction of the proposed Holiday Inn and Hotel Ramada would remove 80 and 150 spaces, respectively. The Hilton Hotel Tower No. 2 would not provide any additional public or guest off-street

parking. There is currently sufficient off-street parking available in the general vicinity to absorb this loss. The long-term effect of the hotel projects would be a reduction in the amount of long-term off-street parking. The on-site parking supply and demand figures would be as shown in Table 20.

TABLE 20: CUMULATIVE HOTEL PARKING DEMAND AND ON-SITE

<u>Hotel</u>	<u>On-Site Supply</u>	<u>Demand*</u>	<u>Deficit</u>
Hotel Ramada	130**	250	-120
Hilton (Tower No. 2 only)	220***	100	none
Holiday Inn	160****	250	- 90
TOTAL			-210

*At full room occupancy.

**Assuming valet parking would be used if the garage were full; 150 existing spaces would be eliminated by the Hotel Ramada.

***At full room occupancy during local conventions, guest and public parking spaces in the existing Hilton Hotel's garage are fully occupied; this occurs from three to five weeks per year. Otherwise, there are about 220 vacant spaces in the existing Hilton public and guest parking areas. No new parking is proposed.

****80 existing spaces would be eliminated by the Holiday Inn.

- From the Table, there would be an estimated deficit of about 210 spaces in guest parking at the hotels during periods of peak seasonal demand. From the off-street parking survey, there would remain approximately 400 spaces available on an average day to absorb this demand, after construction of the two new hotels has removed 230 existing spaces. On-street parking on the streets adjacent to the hotels would likely also be removed and replaced with passenger loading and taxi zones. The reduction in spaces would depend on the final designation and size of these zones.

CUMULATIVE PEDESTRIAN IMPACTS

It is assumed that the strongest pedestrian attractions would be the area generally northeasterly and southeasterly from the site - to stores,

restaurants, offices and particularly to events at the Moscone Center. The compactness of the downtown area and the attention which has been given to development of lower Powell St. and Market St. into pedestrian-oriented facilities encourage the pedestrian mode of travel. Also, the high level of street lighting on Market St. encourages pedestrian trips in the evening hours.

If 10% of pedestrian trips from the three hotel projects were to the Moscone Center, the daily pedestrian traffic across Market St. could increase by an estimated 7%. This figure includes reorientation of some pedestrian traffic from the existing Hilton Hotel and Tower. Excluding trips from the existing Hilton Hotel and Tower, the increase would be about 4%.

The cumulative effects of pedestrian trips on flow levels on the streets surrounding the Hotel Ramada are given in Table 21. The most heavily impacted sidewalk would be on Fifth St. North which has an effective width of six ft. and would enter a Constrained flow level. In general, the heaviest impact of pedestrian flow would occur on the intervening sidewalks between the hotel and the major attractions. Because of the diversity of possible routes, exact numbers of trips on specific streets and sides of streets cannot be estimated.

TABLE 21: CUMULATIVE PEDESTRIAN IMPACTS - NOON-HOUR PEAK 15-MINUTE PERIOD

<u>Sidewalk</u>	<u>Effective Width ft.</u>	<u>Existing Trips</u>	<u>Other Hotels</u>	<u>Hotel Ramada</u>	<u>Total</u>	<u>Rate*</u>	<u>Pedestrian Flow Level**</u>
Mason St.	9	90	140	20	250	1.9	Unimpeded
Ellis St.	9	120	90	120	330	2.4	Impeded
Fifth St. No.	6	220	130	220	570	6.3	Constrained
Eddy St.	9	60	30	60	150	1.1	Unimpeded

*Pedestrians per foot of sidewalk width per minute.

**See Appendix F, Table F-1, p. 309, for a discussion of pedestrian Levels of Service.

CUMULATIVE TRANSIT IMPACTS

Table 22 lists the cumulative impacts of PM peak-hour outbound transit travel projected for the three hotel developments. The increased ridership on the Muni would be about 2%. All others would be less than 1%, with the exception of SamTrans, estimated at slightly over 2%. The only transit service projected to operate in excess of capacity is the Golden Gate Motor Coach; that condition would occur without the additional hotel ridership. The primary riders would be the new employees, estimated at about 1,200 for all three projects. The travel patterns of all employees were assumed to be similar to those of the existing Hilton Hotel.

The hotel guests would be expected to be heavy users of private transit - charter and tour buses, Airporter, Lorries, etc. - but not of public transit, and typically, not of public transit during the p.m. peak hour. The main public transit attractions for hotel guests are anticipated to be the cable cars (particularly the Powell St. lines), the proposed E Embarcadero street car line and BART. A total of about 100 new guest trips during the peak hour has been estimated for the Muni; it is anticipated that virtually all of these would be on the Powell St. cable cars, increasing the ridership by about 5.5% to 90% of capacity.

Table 22 considers the additional transit ridership generated by the proposed Hotel Ramada, Holiday Inn and Hilton Hotel No. 2 only. However, while the impacts on vehicular and pedestrian traffic and on parking are largely localized, the impact on transit, particularly serving the Downtown, would be imposed on the area-wide systems. These systems must also accommodate projected increases in ridership from a number of other pending developments in the Downtown area. Since these projects would involve a number of different transit routes as well as some of those considered in this analysis, the actual total ridership cannot be calculated reliably.

TABLE 22: PROJECTED CUMULATIVE PUBLIC TRANSIT CHARACTERISTICS - P.M. PEAK-HOUR OUTBOUND ONLY

	1982 Base		1982 Base + Other Hotels			1982 Base + Other Hotels + Hotel Ramada		
	Ridership	%Capacity	Ridership	%Capacity	%Increase**	Ridership	%Capacity	%Increase***
Muni*	15,900	92	16,110	93	1.3	16,300	94	1.2
BART	20,400	86	20,470	86	0.3	20,570	87	0.5
AC Transit	10,900	96	10,940	97	0.4	10,960	97	0.2
Sam Trans	1,300	87	1,320	88	1.5	1,330	89	0.8
SPRR	8,000	80	8,020	80	0.3	8,030	80	0.1
Golden Gate Motor Coach Ferry	7,100 1,600	103 76	7,110 1,610	103 76	0.1 0.6	7,110 1,610	103 77	+ +
Harbor Carriers	500	71	510	73	2.0	510	73	+

*Muni totals do not include cable cars.

**Percent increase in ridership over 1982 Base Year

***Percent increase in ridership over 1982 Base Year + Other Hotels

+Percent increase less than 0.1%

It is noted that ridership is averaged over the peak hour in all calculations, and there are periods during that interval when capacity will be reached or exceeded, particularly for the Muni and BART. As ridership increases, these periods will become longer and delay to passengers will increase accordingly.

● CUMULATIVE CONVENTION-GENERATED TRANSPORTATION IMPACTS

Transportation impacts of a joint convention by the three hotels, with a large attendance by local people, would result in an increase in pedestrian, vehicle, and transit trips (see discussion of impact methodology in Appendix F, p. 291). Such activities presently occur at other hotels between six and ten times per year for a total of up to 30 days, based on information from the San Francisco Convention and Visitors Bureau. Future joint convention activities may be increased by two to four meetings per year. Outbound p.m. peak-hour trips were estimated for the three hotels' meeting and banquet facilities, using trip generation and assignment information contained in the Yerba Buena Convention Center Final Environmental Impact Report (EE77.220).

Convention-generated trips were added to guests and employee-generated trips. Guests trips based on the Hilton Hotel survey were reduced by 37% to account for those convention delegates who are also guests at one of the hotels. Cumulative trips generated by guests, employees, and delegates are shown in Table 22A. Of the convention-generated trips, 63% would be attributable to local people attending the convention. Some of these people would be expected already to be commuting to the City by auto or public transit. These trips would be reflected in the 1982 base-year estimates provided by the various transit agencies. Actual impact of local people attending a convention would be less than the totals shown in Table 22A.

Using the YBC data, pedestrian trips would increase by 57% over cumulative projects based on the Hilton Hotel survey. To the extent that some of these are not new trips, but trips made by those who presently commute to the City, the estimates in the Table.

TABLE 22A: CONVENTION-GENERATED CUMULATIVE TRAVEL CHARACTERISTICS -
P.M. PEAK-HOUR OUTBOUND ONLY

Mode	Person Trip Ends Generated by		Total Person Trip Ends+	% Increase++
	Meeting Facilities*	Guests, Employees & Other Facilities**		
Walk	4,000	4,250	6,680	57
Auto	1,200	440	1,480***	236***
Muni	930	370	1,070***	189***
BART	190	190	310***	63***
Others	280	300	470***	57***

* Based on modal split developed by traffic engineering studies for George Moscone Convention Center.

** Based on modal split developed from the Hilton Hotel survey in February 1980.

***Some of the 63% local visitors would already commute to San Francisco on one or more of the above modes; these trips would be in the 1982 base-year estimates. To the extent that these are not new trips, the estimates in this table are high.

+ Guests trips have been reduced by 37% to account for those convention delegates who are also guests at one of the hotels.

++ Percent increase in travel for total convention, guest and employee trips over guests and employee trips based on Hilton Hotel survey.

SOURCE: Dames & Moore, Holiday Inn DEIR (EE 79.283)

NOTES - Transportation, Circulation and Parking

/1/ J. MacKay, Haas and Haynie, letter communication, 5 March 1980.

/2/ Yerba Buena Center, Final Environmental Impact Report, Volume 2, prepared for the City Planning Commission and San Francisco Redevelopment Agency, 1978.

/3/ L. Stuek, Supervisor of Program Development, Sam Trans, telephone communication, 16 April 1980

/4/ G. Espoto, General Manager, Airporter Service, telephone communication, 16 April 1980.

G. AIR QUALITY

PROJECT AIR QUALITY IMPACT

Demolition, earthmoving and construction activities would affect local air quality, especially particulate (dust) concentrations, for approximately two years. In contrast to gaseous pollutants and to small-size particulates from combustion, most of the particulates from construction are of large size and settle out of the atmosphere rapidly near the source. In addition, larger particles have less tendency to enter the lungs than small particles. During construction, generation of small-size particulates (less than 30 microns in diameter), which may remain suspended indefinitely and are a health hazard, has been estimated to be at a rate of 1.2 tons per acre per month of activity./1/ This would include emissions from excavation and earthmoving, traffic on unpaved surfaces, wind erosion and construction of structures. Without mitigation, this rate could result in a worst-case 24-hour concentration of approximately 6,900 micrograms per cubic meter ($\mu\text{g}/\text{m}^3$) at and adjacent to the site during the excavation and earthmoving phases. This would be 69 times the State 24-hour standard of 100 $\mu\text{g}/\text{m}^3$.

- If the construction site is watered regularly, reducing air-borne dust particles by 50%, and the excavation and earthmoving phases of construction take no more than three months as planned (Table 2, p. 23) temporary (three months), worst-case impacts to neighboring sites would include a thin layer of dust on parked cars, sidewalks, streets and nearby outdoor surfaces; a thin layer of dust on indoor surfaces where open windows adjacent to the site are not protected by fine mesh screens or heavy curtains; and reduction of sunlight and visibility. A small fraction (amount depends on soil type) of construction-generated particulates are small-size particulates (less than 30 microns in diameter). Small-size particulates generated during the excavation and earthmoving phase could inflame bronchial passages and aggravate allergies./1a/ Once the foundations have been laid and the site covered, dust generated by construction activities would be reduced to levels comparable to those which exist as a result of normal daily city activity.

The use of oil-based paints would generate hydrocarbon emissions, typically 500 to 700 grams per liter of paint used. Hydrocarbon emissions are important because they react with nitrogen oxides in the presence of sunlight to form ozone (smog). Regulation 8, Rule 3 of the BAAQMD prohibits the sale and application of: architectural coatings that contain more than 250 grams of volatile organic compounds (VOC) per liter, except that interior coatings shall contain not more than 350 grams; and any architectural coating (including interior coatings) after 2 September 1980 that contains more than 250 grams of VOC per liter./2/

After completion of the project, approximately 2,900 vehicular trip ends would be generated by the Hotel Ramada per day at full occupancy. The largest percentage traffic increase due to the project would be on Eddy St.; roadside carbon monoxide (CO) concentrations would be increased through the addition of approximately 870 vehicles per day. Current (1980) worst-case roadside CO concentrations on Eddy St. between Mason St. and Fifth St. North are estimated to be approximately 16.9 parts per million (ppm) and 9.0 ppm during the peak hour and peak eight hours, respectively./2/ In 1982, CO concentrations on Eddy St. would be approximately 14.9 ppm and 7.9 ppm during the peak hour and peak eight hours, respectively, without the project; and 15.5 ppm and 8.2 ppm, respectively, with the project. The Federal CO standards are 35 ppm for one hour and 9 ppm for eight hours.

Ellis St. between Mason St. and Fifth St. North does have in 1980, and is expected to have in 1982, the highest traffic volumes, and therefore would have the highest roadside CO levels in the area. Concentrations in 1980 are estimated at 20.0 ppm and 9.8 ppm during the peak hour and peak eight hours, respectively. In 1982, they would be approximately 17.6 ppm and 8.7 ppm, respectively, without the proposed hotel, or 50% and 97% of the Federal one-hour and eight-hour standards. With project-generated traffic, these concentrations would be 17.9 ppm during the peak hour and 8.9 ppm, during the peak eight hours or 51% and 98% of the standards. The project would probably not of itself cause violations of the standards. It would increase concentrations by 0.6 ppm or less on Ellis and Eddy for both one-hour and eight-hour averaging times. On Ellis, worst-case CO levels during peak hour are projected to be within 3% of the standard both without and with the

project./2/ CO levels in 1982 both with and without the project would be reduced from current values because of emission controls on vehicles mandated by state and federal governments. The levels are projected assuming that emission control standards will not change.

The project would also generate pollutants from the combustion of natural gas for space heating and hot water at the Hotel Ramada. Table 23 compares project-generated traffic and building-operation emissions to total emissions in the nine-county Bay Area.

TABLE 23: 1982 DAILY PROJECT-GENERATED EMISSIONS (TONS/DAY)

	<u>Vehicular Fuel Combustion*</u>	<u>Natural Gas Combustion**</u>	<u>Approximate Total Project Emissions</u>	<u>1985 Projected Regional Emissions***</u>
Carbon Monoxide	1.040	negligible	1.040	1,391
Hydrocarbons	0.089	negligible	0.089	777
Nitrogen Oxides	0.107	negligible	0.107	662

*BAAQMD, 1979, EMFAC-5, Vehicular Emission Factors. Calculations were based on the following assumptions: 100% occupancy of 1,000 guest rooms; 2.9 daily trips per occupied room, averaging 11.3 miles per trip; 4 min. idle per trip; and average speed of 30 m.p.h. when not idling.

**"Negligible" denotes emissions less than 0.001 tons per day. This category includes emissions from space heating and hot water backup heating and other building operations. U.S. EPA, 1977, Compilation of Air Pollutant Emission Factors, AP-42 Third Edition, p. 1.4-1--1.4-3.

***W. Crouse, Senior Environmental Specialist, BAAQMD, telephone communication, 9 April 1980. The region is the nine-County Bay Area Air Quality Management District.

SOURCE: Environmental Science Associates

CUMULATIVE AIR QUALITY IMPACT

If the proposed Hotel Ramada, Hilton Tower No. 2, and Holiday Inn were all built simultaneously, high particulates concentrations from construction activities would be spread over a greater area than if the Hotel Ramada alone were constructed.

The cumulative effect of the proposed project and of the recently proposed Hilton Tower No. 2 and Holiday Inn, after completion, on CO levels in the Tenderloin area was estimated./2/ The results of the analysis are shown in Table 24. Peak one-hour CO concentrations on both Eddy and Ellis would be below the standard during worst case conditions. The CO concentrations in 1982 on Eddy and Ellis Sts. averaged over eight hours, if the project, Holiday Inn and Hilton Tower No. 2 were completed, would each be approximately 0.5 ppm and 0.3 ppm higher, respectively, than if no hotel projects were built. Cumulative development could cause the eight-hour standard to be exceeded on Ellis St.

TABLE 24: PROJECTED WORST-CASE CUMULATIVE ROADSIDE CARBON MONOXIDE CONCENTRATION IMPACTS - PARTS PER MILLION (PPM)/2/

<u>Streets</u>	<u>1980</u>	<u>1982 Base Case</u>	<u>1982 Plus Other Hotels</u>	<u>1982 Plus Other Hotels and Hotel Ramada</u>
Ellis (between Mason and Fifth North Peak 1-hour (Standard = 35 ppm)	20.0	17.6	18.0	18.2
Peak 8-hour (Standard = 9 ppm)	9.9*	8.7	8.8	9.0
Eddy (between Mason and Fifth North Peak 1-hour (Standard = 35 ppm)	16.9	14.9	15.3	16.0
Peak 8-hour (Standard = 9 ppm)	9.0	7.9	8.2	8.4

* This value exceeds the applicable standard.

SOURCE: Environmental Science Associates, Inc.

In summary, cumulative hotel development in the Tenderloin would add to local and regional accumulations of CO, hydrocarbons and nitrogen oxides (the latter two being precursors of ozone) and particulates. During adverse meteorological conditions such as inversions, such accumulations can be great

enough to constitute a health hazard. The recently adopted regional Air Quality Plan/3/ found that ozone was a regional problem and would continue as such in the future, unless substantial reductions in hydrocarbon emissions were made. CO and particulates are problems on a local scale. Because the development would increase emissions of hydrocarbons, CO, and particulates, attainment of the standards would be impeded, although the development would not conflict directly with the control strategies of the Air Quality Plan.

NOTES - Air Quality

/1/ U.S. Environmental Protection Agency (U.S. EPA), 1975, Compilation of Air Pollutant Emission Factors, Supplement #5, p. 11.2.4-1.

- /1a/ Stanford Research Institute, 1974, Present and Prospective San Francisco Bay Area Air Quality.

/2/ CO calculations were made for the worst-case poor-dispersion meteorological conditions according to the BAAQMD Guidelines for Air Quality Impact Analysis of Projects, 1975, updated for 1979 emission factor revisions. Background concentrations were assumed, on the basis of the average of the second-highest concentrations recorded over the past three years, and emissions projections assuming "minimum reasonable further progress" in ABAG, August 1979, 1979 Update of the San Francisco Bay Area Environmental Management Plan, Figure 2-5, p. 42, to be 14.4 ppm (1-hour) and 8.3 ppm (8-hour) in 1980, and 12.7 ppm (1-hour) and 7.3 ppm (8-hour) in 1982.

/3/ Association of Bay Area Governments, BAAQMD, and Metropolitan Transportation Commission, January 1979, 1979 Bay Area Air Quality Plan, San Francisco Bay Area Environmental Management Plan.

H. NOISE/1/

CONSTRUCTION NOISE IMPACT

- Excavation, construction and interior finishing work would take approximately two years, during which noise from construction equipment and procedures would occur. Table 25 shows typical construction noise levels.
- No piles would be driven for the construction of the foundations. A shoring system, such as soldier beams and lagging, would be used for shoring along excavation walls; should soldier beams be used, driving of the soldier beams would take approximately two to three weeks. During this time noise levels of

TABLE 25: TYPICAL COMMERCIAL/INDUSTRIAL CONSTRUCTION NOISE LEVELS AT 50 FEET

<u>Construction Phase</u>	<u>Average Noise Level</u>
Ground clearing	84 dBA/2/
Excavation	89
Foundations	78
Erection	85
Finishing	89

SOURCE: Bolt, Beranek, and Newman, December 31, 1971, Noise from Construction Equipment and Operations, Building Equipment, and Home Appliances, U.S. Environmental Protection Agency, p. 20.

106 to 111 dBA/2/ at 50 feet would be produced./3/ Soldier beams adjacent to the Olympic Hotel and to 124 Mason St. would be placed without the use of an impact-type driver. Noise produced by any soldier-beam driving that would take place away from the buildings would generate noise levels inside the two buildings adjacent to the site of approximately 80 to 95 dBA (windows closed). Noise levels of this intensity would annoy and distract residents, employees and customers. Noise from soldier beam driving would also affect guests at the Hilton Hotel and at transient tourist hotels in the vicinity, people using the Hallidie Plaza, and office workers in nearby buildings.

- Vibrations from the impact of the diesel hammer used to drive the soldier beams would not be expected to be felt in the buildings on the block. No soldier beams would be driven adjacent to these buildings; vibrations in the Olympic Hotel and in 124 Mason St. due to soldier-beam driving elsewhere on the site would be monitored mechanically during soldier-beam driving in order to control the level of vibration.

The San Francisco Noise Ordinance (Section 2907c) limits noise emissions from tools and equipment to 80 dBA at a distance of 100 ft. unless the Director of Public Works has approved intake and exhaust mufflers and shields or shrouds

which accomplish maximum noise attenuation. The Department of Public Works allows soldier beam driving under certain conditions, which may include specification of a relatively quiet impact-type diesel driver to be used, predrilling of soldier beam holes and specification of hours of operation to reduce the number of people exposed. These conditions would be finalized after the Bureau of Engineering of the Department of Public Works had examined the site, conducted a survey of the neighborhood, and met with the project sponsor and the contractor. The Bureau of Engineering would be likely to recommend one of the following time periods for the use of the diesel-powered impact hammer: 1) 9:00 a.m. to 5:00 p.m., if there are residences and hotels only in the vicinity of the construction site; or 2) 1:00 p.m. to 9:00 p.m., if there are also any offices within three blocks of the site./3/

The San Francisco Noise Ordinance (Section 2907b) also limits noise emissions from any powered construction equipment to 80 dBA at a distance of 100 ft. If this limit were adhered to, powered construction equipment would cause noise levels at the nearest building to be no greater than present maximum intermittent noise levels due to traffic. When maximum traffic noise and maximum powered construction equipment noise occurred simultaneously, the noise level would increase by 3 dBA over that of the maximum traffic noise alone, and would generate an exterior noise level of 89 dBA at the outside wall of the building nearest the site. Inside, with the windows open, the noise level would be approximately 10 dBA lower, or 79 dBA. Construction noise would be of a more continuous nature, in contrast to the intermittent loud noises produced by buses and other noisy vehicles.

- Land uses surrounding the construction site include office space, parking, transient-tourist hotels, retail, entertainment, and residential hotels. At the Olympic Hotel and 124 Mason St., assuming a 15 dBA attenuation from outdoor noise levels indoors with windows closed, levels could reach 74 dBA during use of powered construction equipment. Across the street, indoor noise levels with windows closed could reach 65 to 70 dBA.

These maximum levels were calculated as those which would be experienced during the concurrence of a peak traffic noise (such as a passing bus) and peak construction noise, and inside a building with single-pane, loose-fitting

windows. Such peaks would occur only during the daytime construction period, and would be most likely when construction activity coincided with evening rush-hour traffic. Normal speech, concentration and rest would be disturbed at these times, as well as during other periods of peak construction activity, when Olympic Hotel and 124 Mason St. indoor noise levels generated by construction alone would be approximately 63 to 73 dBA.

The Hilton Tower No. 2 and the Holiday Inn are also presently proposed to be built in the vicinity of the proposed project during the same period. There is approximately a 6 dBA reduction in noise levels per doubling of distance and the existing Hilton Hotel would serve as a noise barrier for Tower No. 2 construction. Therefore, near the Hotel Ramada and the adjacent Holiday Inn site, noise from construction of these two hotels would overpower any noise from the Hilton construction, which at these locations would be at about the same level as the background noise. In areas to the west of the Hilton Hotel, noise from the Hilton Tower No. 2 would dominate the environment, overpowering the noise impact from the other two sites.

If both the project and the Holiday Inn were built simultaneously, high noise levels in the vicinity of the proposed project would be much more continuous than if only one project were being constructed. When maximum noise generation occurred at both sites simultaneously (not including pile driving), noise levels in the vicinity would be about 3 dBA higher than from the project alone. At an outdoor location 50 ft. from each project, under these conditions, noise levels would be about 92 dBA.

Trucks transporting construction materials and excavated materials produce noise levels of 83 to 93 dBA at 50 ft./4/ The Hotel Ramada project alone would produce truck traffic on the average of 30 to 50 truck trip ends per day. The projected maximum number of hourly truck trips ends is 24 during earth hauling (for route descriptions refer to IV.F., p. 107). Buses and trucks on the routes produce noise levels similar to construction trucks. Maximum noise impacts would occur during the first two months of construction when large haul trucks at a maximum rate of twelve per hour would transport excavated material from the site. Momentary interruptions of conversation along the haul route would result.

If the project, the Hilton Tower No. 2 and the Holiday Inn were constructed simultaneously, construction-related traffic could be as high as 30 trucks per hour, or one truck on an average of every two minutes.

COMPATIBILITY WITH EXISTING NOISE LEVELS

The City of San Francisco has adopted guidelines for determining the compatibility of various land uses with different noise environments (Environmental Protection Element of the San Francisco Comprehensive Plan, adopted by City Planning Commission Resolution No. 7244, 19 September 1974, p. 19). The existing exterior L_{dn} levels/5/ at the site are estimated to be about 65 to 72 dBA. For noise levels over 60 dBA, the guidelines indicate that an analysis of noise reduction requirements should be made and noise insulation features shall be included in the building design./6/ The State of California (California Administrative Code Title 25, Chapter 1, Subchapter 1, Article 4) requires that the interior CNEL/7/ for newly constructed hotels with windows closed be less than or equal to 45 dBA. The State requires that an acoustical analysis be done, showing that the proposed building has been designed to limit noise to 45 dBA inside the guest rooms with windows closed. The City requires that this analysis be submitted to the Superintendent of Building Inspection with the application for a site permit. If windows in the guest rooms of the proposed Hotel Ramada are designed to open, then L_{dn} levels inside the rooms with windows open would be reduced from exterior levels by 10 to 15 dBA to about 50 to 62 dBA. Intermittent noise from individual trucks and buses passing the site would cause interior noise levels to rise temporarily up to approximately 15 dBA. As stated earlier, noise levels above 60 dBA interfere with normal speech.

NOISE IMPACTS ASSOCIATED WITH THE PROPOSED USE

The amount of traffic generated by operation of the project, during any hour of the day, would cause average traffic noise levels on the surrounding streets to increase by less than 2 dBA. A 2 dBA increase in environmental noise is generally not perceptible to the untrained human ear. No noise impact associated with increased traffic would therefore be expected, due to the Hotel Ramada alone. Were the proposed Hotel Ramada, the Hilton Tower No. 2 and the Holiday Inn to be built, a perceptible increase in environmental

noise along nearby streets could occur primarily as a result of tour and charter bus travel by hotel guests.

The mechanical equipment to be used in the structure has not yet been chosen. Historically, mechanical equipment in buildings has increased environmental noise levels in downtown San Francisco./3/ Mechanical equipment noise is regulated by the San Francisco Noise Ordinance, Section 2909, "Fixed Source Noise Levels" (San Francisco Municipal Code, Part II, Chapter VIII, Section 1, Article 29, 1972). The project site and surrounding area are zoned C-3-G and C-3-R. In the C-3-G and C-3-R zones, the Noise Ordinance limits equipment noise levels to 70 dBA between 7:00 a.m. and 10:00 p.m. and 60 dBA between the hours of 10:00 p.m. and 7:00 a.m. at the receiver's property line. During lulls in the traffic, mechanical equipment generating 70 dBA would dominate the site noise environment. If equipment noise were to be limited to 60 dBA to meet the nighttime limit, it would generally be inaudible off-site during the day. Mechanical equipment from the proposed Hilton Tower No. 2 would not be audible on Mason St. and would not be expected to contribute to any cumulative mechanical equipment noise impact generated by the proposed Hotel Ramada and Holiday Inn. Noise from mechanical equipment in both the proposed project and the Holiday Inn, outside the property lines of these hotels, would be less than 73 dBA.

NOTE - Noise

/1/ For a discussion of fundamental acoustical concepts and measurement units, please refer to Appendix H, p. 313.

/2/ dBA is the measure of sound in units of decibels (dB). The "A" denotes the A-weighted scale, which simulates the response of the human ear to various frequencies of sound.

- /3/ C. Brady, Senior Mechanical Engineer, San Francisco Department of Public Works, telephone communications, 18 December 1979, 9 and 21 April 1980 and 20 November 1980.

/4/ Bolt, Beranek and Newman, 31 December 1971, Noise from Construction Equipment and Operations, Building Equipment, and Home Appliances, U.S. Environmental Protection Agency, p. 11.

/5/ L_{dn} , the day-night average noise level, is a noise-level descriptor based on human reaction to cumulative noise exposure over a 24-hour period, taking into account the greater annoyance of nighttime noises (noise between 10:00 p.m. and 7:00 a.m. is weighted 10 dBA higher than daytime noise).

/6/ San Francisco Comprehensive Plan, Environmental Protection Element, adopted 19 September 1974, p. 17.

/7/ CNEL, the Community Noise Equivalent Level, is similar to L_{dn} except that sound level measurements taken between 7:00 p.m. and 10:00 p.m. are weighted 5dBA higher than daytime sounds, in addition to the 10 dBA 10:00 p.m. to 7:00 a.m. weighting.

I. ENERGY

Pacific Gas and Electric Company (PG&E) would be able to provide electricity and natural gas to the proposed project through its existing and available delivery systems. The company anticipates no difficulty in providing the project with complete service./1/ Were the proposed Hotel Ramada the only development in the vicinity, electrical capacity would be sufficient to serve the project. To serve more than one of the three hotel developments which have been proposed in the area, capacity would need to be expanded from 12,000 volts to 34,000 volts. PG&E would lay conduit to the proposed sites from Substation Y at Eddy and Larkin Sts. Street work involving no more than one lane of traffic for five blocks on Eddy St. would take two to three weeks. Work would then move underground and be done through manholes./1/

The project would require the energy equivalent of about 9,700 gallons of diesel fuel or about 1.4 billion British Thermal Units (BTU) - at source /2/ for excavation and hauling of earthen materials for the foundation of the structure. During construction, trucks and equipment are estimated to use about 40,000 gallons of fuel (or about 6.4 billion BTU - at source). The fabrication and delivery of construction materials, including 6,000 tons of steel and about 80,000 tons of concrete, would require about 530 billion BTU - at source. Other construction materials would require a substantial but unknown amount of energy to fabricate and deliver. Construction electrical energy use is estimated to be about 140,000 kilowatt hours (or about 1.4 billion BTU - at source).

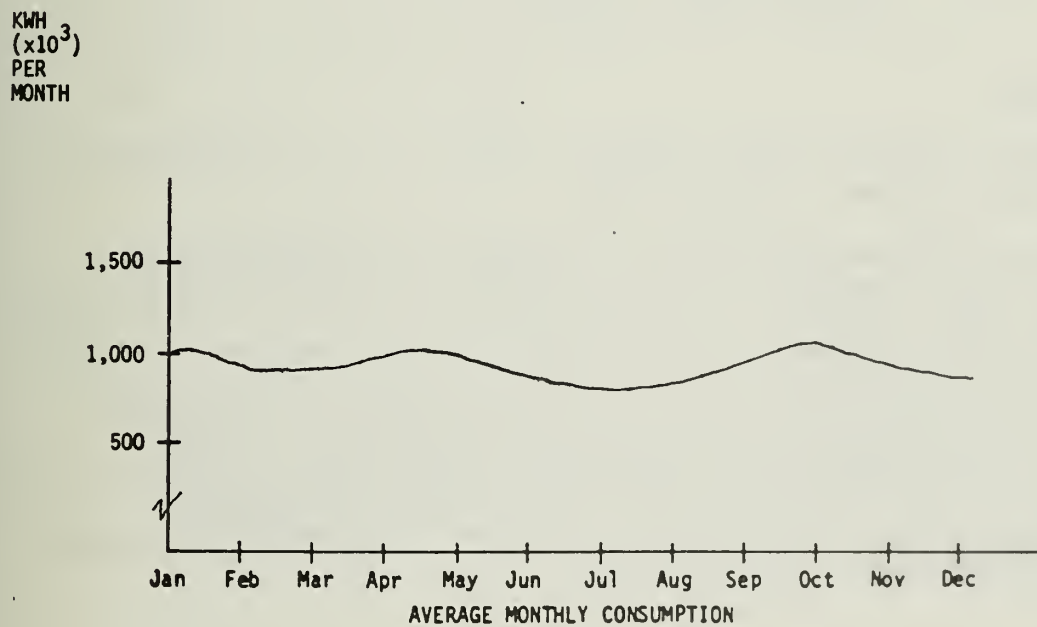
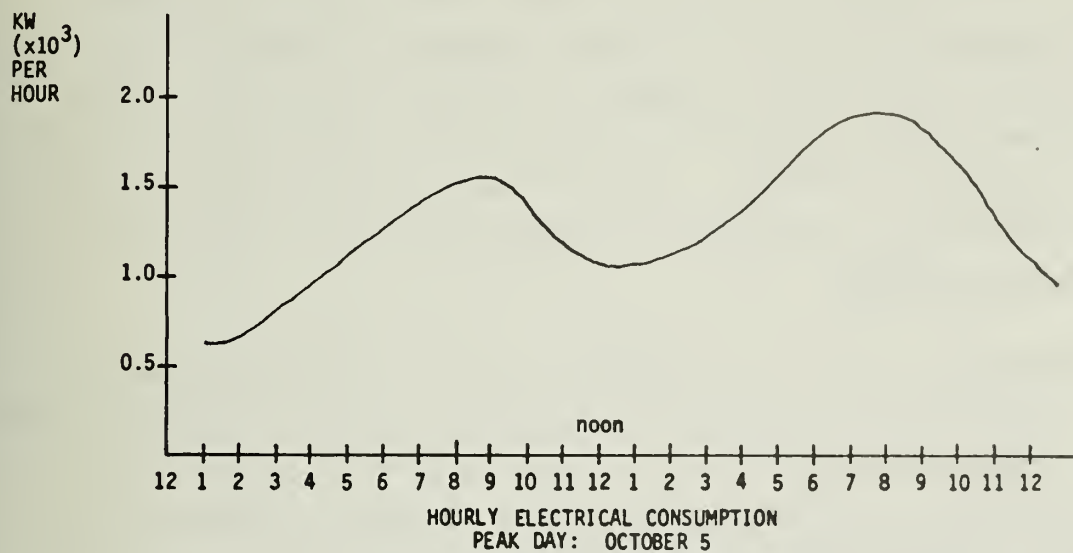
The structure would be designed to comply with the applicable State minimum energy standards; the residential portion would comply with the residential

building standards and the lobby, office and other public portions would conform to the non-residential building standards.

The building would be heated with natural gas and its hot water needs would be met with a natural gas unit supplemented by a solar collector system. The building's exterior wall design would have less than the maximum allowable amount of glass, to conserve energy. The insulation which is required in the interior walls as a noise abatement measure also would help conserve energy. Air conditioning would be provided by electric chillers. Installed lights in corridors and bathrooms would be fluorescent. Portable lights in the rooms would be incandescent. Light switches would be individualized to facilitate conservation in the building operation and as many circuits as possible would be controlled by time clocks. The building's electrical system would be programmed to shed non-essential functions during peak electric demand periods. In addition, the temperature in each room would be controlled by an individual thermostat. Energy for cooking would be supplied by natural gas and electric appliances. Access to the various lobby areas from the (lower) street levels would be provided by escalators; access to the upper floors would be by elevators.

During operation, the project would require about 12 million kilowatt hours of electricity per year (120 billion BTU - at source), used primarily for ventilation and cooling. This would be an average monthly consumption of about 1 million kilowatt hours, or about 1.64 kilowatt hours per sq. ft. per month. The total annual use is about the same amount of electricity as the annual electrical use of 3,600 average residential customers in San Francisco. Daily and annual project electric demand curves are shown in Figure 32. The annual electric demand curve is approximately level because the demand for ventilation and elevators does not vary a great deal from month to month. Peak consumption would occur at about 7:00 p.m. in early October due to cooling and ventilation needs; this would not coincide with Pacific Gas and Electric Company's (PG&E) system-wide peak demand period, which occurs on August afternoons.

- The project would require about 11.0 million cu. ft. of natural gas per year (12.0 billion BTU - at source), used primarily for heating. This would be



SOURCE: Ramada Inns, Inc.

FIGURE 32 : ELECTRIC POWER
CONSUMPTION
PROFILES

about 54 BTU's per sq. ft. per day. This use by the project is about the same amount of natural gas as is used annually by about 1,000 average residential customers in San Francisco. Daily and annual project natural gas demand curves are shown in Figure 33. Peak daily consumption of about 400 million BTUs would occur on weekdays in February because of increased demand for natural gas to heat hot water when reduced solar energy would be available due to cloudy weather. The peak demand for natural gas would not coincide with the PG&E system-wide peak demand which occurs in the early evening hours in January.

Estimated automobile fuel use for traffic generated by the project would be 500,000 gallons of gasoline per year (about 72 billion BTU - at source). This use was estimated based upon the mix of vehicles expected in 1985. Actual vehicle fuel use is expected to decline until 1995 as the vehicle fleet becomes more efficient. Estimated diesel bus and truck fuel use would be about 230,000 gallons per year (or about 38 billion BTU - at source).

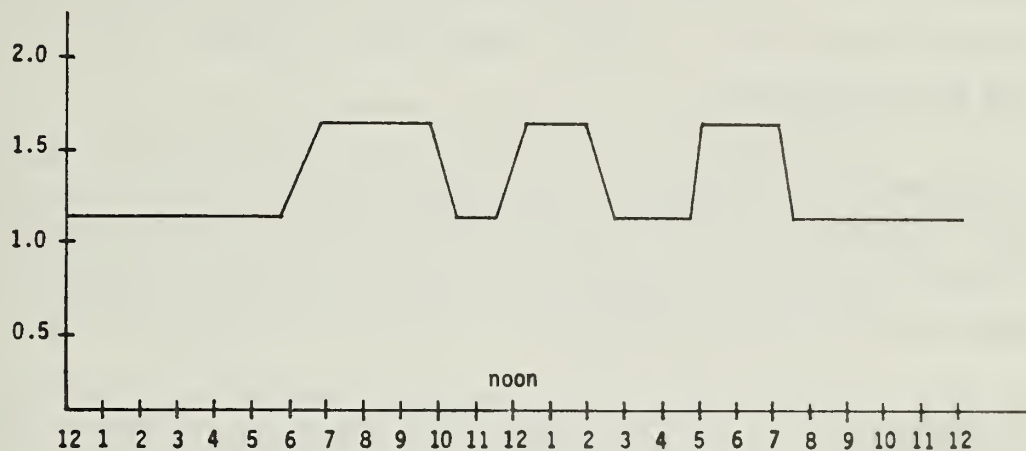
NOTES - Energy

/1/ L. Cordner, Industrial Power Engineer, Pacific Gas and Electric Company, telephone communication, 7 February 1980.

/2/ The "British Thermal Unit" (BTU) is a standard for measuring heat. Technically, it is the quantity of heat required to raise the temperature of one pound of water 1 degree F. (251.98 calories) at sea level. The term 'at source' means that adjustments have been made in the calculation of the BTU energy equivalent to account for losses in energy which would occur during generation and transmission of the various energy forms as specified in: ERCDC, 1977 Energy Conservation Design Manual for New Nonresidential Buildings, Energy Conservation and Development Commission, Sacramento, CA: and Apostolos, J.A., W.R. Shoemaker, and E.C. Shirley, 1978, Energy and Transportation Systems, California Department of Transportation, Sacramento, CA. Proj. #20-7 Task 8.

BTU ($\times 10^5$)
(at source)

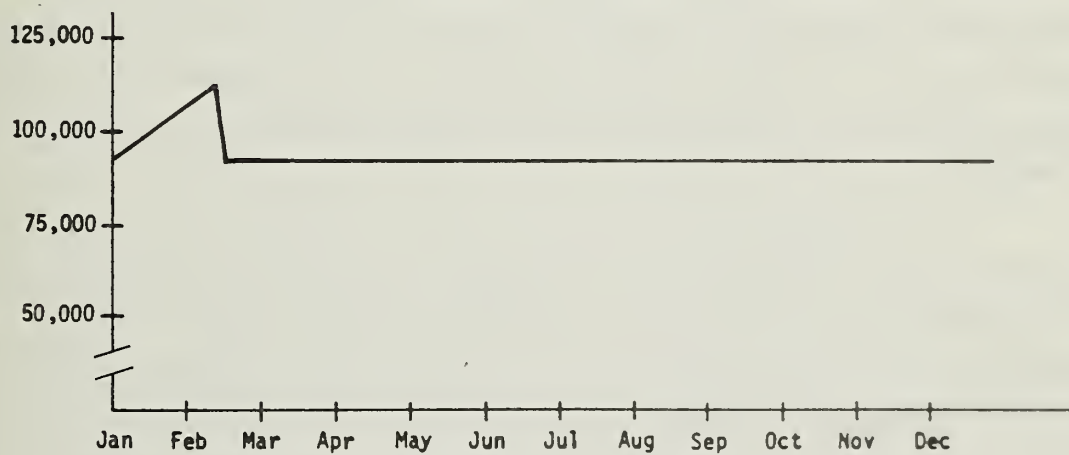
PER
HOUR



HOURLY NATURAL GAS CONSUMPTION
PEAK DAY: FEBRUARY: WEEKDAYS

BTU ($\times 10^5$)
(at source)

PER
MONTH



AVERAGE MONTHLY CONSUMPTION

FIGURE 33 : NATURAL GAS
CONSUMPTION
PROFILES

J. GEOLOGY, SEISMICITY AND HYDROLOGY

GEOLOGY

Detailed foundation and structural plans have not yet been developed for the project. It has not been determined whether pile driving would be required. The project would have a ductile steel frame, designed to resist forces due to winds and earthquakes.

Average excavation depth on the site would be about 30 ft. The dry, sandy material which would form the excavation pit walls would probably collapse if unsupported because of the weight of the overlying materials and the lack of cohesion of the sandy material.

- The planned excavation would extend below the basement level of the existing Olympic Hotel and probably of the existing apartment building. Underpinning of these structures would be required./1/ The actual underpinning system has not yet been designed; it will be designed based on the foundation types of the existing buildings and the actual basement depth of the Hotel Ramada. The underpinning system would extend the support of the existing buildings' foundations to the depth of the foundation of the proposed Hotel Ramada. The construction of the underpinning system would probably be carried out mostly by hand./2/
- The sandy soils expected in the excavation pit would be expected to fail if unsupported. However, the excavation would be shored up. The safest, most suitable system would be employed, following the recommendations of the project's structural engineer and geologist. The actual system has not been designed, but it is likely that a soldier beam and lagging system would be used./2/ This system involves the placement of H-shaped beams vertically at regular intervals along the excavation line, either by driving or by placement in spaced, predrilled holes. As earth material between the soldier beams is removed, wood beams (lagging) are placed between the soldier beams forming a wall to retain soil behind the excavation line.

- The construction subcontractor would be required by the project sponsor to obtain a 'Faithful Performance and Payment Bond' from a registered California Surety Company. The bond guarantees both that the work would be finished and that the owner would be compensated for any damages to the existing buildings. The construction subcontractor would also be required to have liability insurance which would provide additional protection for the buildings' owner and occupants./2/

Approximately 47,000 cubic yards of soil material would be removed from the site; it probably would be disposed of at a private site near Oyster Point in San Mateo County. The spoils removal would be in 20-cubic-yard haul trucks and the probable haul route would be south on Fifth St. to Harrison St., then to Sixth St. and then to Highways 280 and 101 to Oyster Point./3/

Much of the soil material removed during excavation would be fairly dry because it is generally above the ground water level. The dry soil may create dust when moved or trucked out (see IV.G., p.130). Some spillage of the excavated material along the haul routes would be expected, creating a safety hazard, particularly for bicyclists and motorcyclists.

SEISMICITY

The site could be subject to "strong" to "very strong" groundshaking during an earthquake./4/ Detailed design plans for the building have not yet been completed. The project would be designed to the requirements of the San Francisco and Uniform Building Codes./5/ If necessary, a dynamic analysis of the proposed structure would be done by the structural engineer. This would determine any weaker portions of the structural design, which would then be revised and strengthened. Details of design would be determined by the structural engineer in conjunction with the geotechnical engineer./5/

Groundshaking during an earthquake might damage the proposed building, but probably would not cause its collapse. The exterior of the building could be damaged and some glass might break or fall onto the sidewalks and streets.

Groundshaking could cause loose panel walls to fall and unattached objects or furniture to move or topple. The glass-enclosed lobby might be damaged by groundshaking, which could cause the glass panels to fall, injuring lobby occupants. Fires could be ignited within the building. Water mains and underground utility lines might break, leaving the building without outside water, power or telephone communication. Emergency water storage and a power generator would be incorporated into the building as required by the San Francisco Building Code.

HYDROLOGY

No increase in runoff is expected as a result of the project, because the site is currently covered by impervious surfacing.

- The current building design indicates that the basement level would be about 25 to 37 feet below the present ground level. This is expected to be above the groundwater table./1/ However, if the groundwater level is higher than anticipated, a small amount of dewatering could be required. This would not be expected to damage existing buildings./6/ The City of San Francisco Department of Public Works generally requires that a surety bond be posted before issuance of permission for excavation to protect the City against damages to City sidewalks, streets and utilities. The construction contractor would be required by the project sponsor to obtain a Faithful Performance and Payment Bond and to be responsible for any damage to existing buildings which might result from dewatering.

Because the groundwater surface is close to the bottom basement level, the geotechnical engineers recommend that a permanent drainage system be installed beneath the basement slab to provide for the possibility of a rise in groundwater level./1/

During construction, excavated material could be a source of siltation in storm drains. No effects on stormwater runoff quality are expected.

● NOTES - Geology, Seismicity, and Hydrology

/1/ Harding-Lawson Associates, 5 November 1980, Geotechnical Investigation, Proposed Ramada Inn, San Francisco, CA. (A copy is available at the Department of City Planning, Office of Environmental Review.)

/2/ James Guckian, Haas and Haynie Corporation, telephone communication, 2 December 1980.

/3/ J. MacKay, Haas and Haynie Corporation, letter communication, 5 March 1980.

/4/ URS / John A. Blume Assoc., 1974, San Francisco Seismic Safety Investigation, prepared for the Department of City Planning, City of San Francisco.

/5/ W. Ropp, Structural Engineer, DMJM, telephone communication, 2 April 1980.

/6/ Albert L. Buchignani, Civil Engineer, Harding-Lawson Associates, telephone communication, 2 December 1980.

K. ENDANGERED SPECIES

Since no rare nor endangered plant or animal species has been recorded or was observed to be present on the site, construction and operation of the project would not be expected to have an impact on any of them.

L. GROWTH INDUCEMENT

The Hotel Ramada would add about 1,000 hotel rooms and about 611,400 gross sq. ft. of new hotel space in San Francisco. The project would represent about a 7% increase in quality hotel rooms in the downtown San Francisco area and about an 11% increase in hotel rooms in the Union Square downtown hotel district.

Tourism is a "basic industry";/1/ therefore, most of the income generated by tourism is from persons living outside of the area and is net or new income to the City. The Hotel Ramada would increase tourism and stimulate the tourist industry in San Francisco by providing additional hotel rooms which could accommodate the increased number of convention participants that are expected to visit San Francisco after the opening of the George R. Moscone Convention Center in October 1981 (see IV.E., p. 101). The proposed hotel would not be

expected to contribute to an oversupply of San Francisco hotel rooms because projected hotel room demand indicates that there would be sufficient demand to support 1,000 additional hotel rooms. Cumulatively, the project would not contribute to an oversupply of hotel rooms in the City because projected new room demand attributable to the George R. Moscone Center alone is estimated at 2,700 to 3,500 rooms./2/ Additional demand for hotel rooms by tourists (particularly foreign tourists), commercial travelers and other convention participants would require additional hotel rooms in excess of the hotel rooms currently proposed for construction and those rooms currently in the informal planning stage (see IV.E., pp. 101 - 102)./3/

- The Hotel Ramada would create about 615 permanent new jobs; over 600 of these jobs would represent a net increase in the employment base of San Francisco. To the extent that the project would attract new employees as well as visitors to the City, it may be viewed as employment-generating and growth-inducing, resulting in a variety of indirect growth effects. These effects could include additional demand for housing. Assuming 2/3 of the new employees would live in San Francisco (based on current residency patterns of employees at the Ramada Inn, Fisherman's Wharf), and assuming 1.8 workers per household (Sedway/Cooke, October 1979, Downtown San Francisco Conservation and Development Planning Program), new employment at the project site would generate a demand for an estimated 225 housing units in San Francisco. These 225 units would represent about 10% of the combined single-family and multi-family housing units for which building permits were issued in San Francisco in 1979./4/ This estimate is likely to be high because the low-skilled, entry-level jobs to be provided could be filled by existing San Francisco residents, some of whom may not be currently employed.

As about 97% of the Ramada's employees would be service, housekeeping, maintenance and clerical workers, almost all of this housing demand would be for low- and moderate-income units, which are in short supply in San Francisco. Employees who would not live in San Francisco would be expected to contribute to the demand for housing elsewhere in the region. The areas outside of the City which would be likely to provide low- and moderate-priced housing opportunities would be (1) in northeastern Contra Costa County, especially in Pittsburg and Antioch, and (2) in southern Alameda County, particularly in Fremont./5/

The proposed Hotel Ramada would not require any infrastructural improvements that would open or intensify land development opportunities that do not already exist. It would require no new construction or extension of public service or utility systems and would occur in an already developed downtown urban setting. Hotel employees who would be new to the region would demand a variety of commercial, social, medical, and municipal services. This demand would be an indirect growth effect attributable to the Hotel. The proposed Hotel Ramada could contribute to the cumulative growth-inducing effects of hotel development on the retail uses in the area of the Tenderloin near the hotel sites, and the stimulation of residential hotel conversion to tourist hotel uses in this area (see IV.A., p. 67). Cumulative hotel development could raise property values and, therefore, rents. The rehabilitation of 900 residential hotel units under the UDAG program (should it be approved) proposed in conjunction with the Hotel Ramada, would offset this effect somewhat and help maintain low-cost residences in the neighborhood.

NOTES - Growth Inducement

/1/ Tourism is a basic industry because it is a service provided to consumers who come from outside the local market. Since none of the other generally recognized basic industries (e.g. manufacturing, agriculture, and the extraction of natural resources) plays a significant role in San Francisco's economy, tourism is the City's leading source of income. Therefore San Francisco's economy is particularly sensitive to any stimulation of the tourist sector. (Security Pacific Bank, 30 September 1979, Northern Coastal Monthly Summary of Business Conditions).

/2/ The estimated demand of 2,700 rooms attributable to the George R. Moscone Center was obtained from: Laventhol and Horwath, 1 March 1979, Projected Hotel Tax Collections for San Francisco; the 3,500 figure was obtained from R. Sullivan, General Manager, San Francisco Convention and Visitors Bureau, telephone communication, 4 April 1980.

/3/ Hotels in addition to the Hotel Ramada currently being proposed for construction in downtown San Francisco include the 410-room addition to the existing Hilton Hotel; a 1,000-room Holiday Inn; and the 200-room Holiday Inn / Civic Center Addition. Hotels currently known to be in the informal planning stage include a 600-room addition to the existing Sheraton Palace Hotel and two hotels in the Yerba Buena Center area (700 rooms and 1,200 to 1,500 rooms).

/4/ Security Pacific Bank, 31 March 1980, Northern Coastal Monthly Summary of Business Conditions.

/5/ D. Morehead, Regional Relocation Director, Coldwell Banker, telephone communication, 25 July 1979.

M. COMMUNITY CONCERNS/1/

Tenderloin residents have held several meetings for the purpose of identifying community concerns about potential impacts of the three hotel developments proposed in the northeastern Tenderloin./2/ At the first meeting on 23 July 1980, Gerald K. Owyang of the City's Office of Environmental Review presented the plans for the proposed hotels and listened to the comments and questions of local residents. After the meeting, the "Luxury Hotels Citizens Task Force" was formed to develop a list of potential impacts. A second meeting was held a week later which was sponsored by the two City and County

Supervisors who represent the Tenderloin, Doris Ward and Ella Hill Hutch, in conjunction with the North of Market Planning Coalition, in order to familiarize the residents with plans for the proposed hotels and to acquaint the hotel project sponsors with community views and concerns. Residents had the opportunity to ask questions of representatives of the Hilton Tower No. 2 and Hotel Ramada project sponsors. James Johnson, Director of the Mayor's Office of Community Development, described the UDAG proposal.

Subsequent meetings have been held in the neighborhood with about 150 local residents actively participating. According to Richard Livingston, President of the North of Market Planning Coalition, the two major concerns are "displacement of residents due to conversion of residential hotels and rising rents from the increased land values, and transformation of the Tenderloin Neighborhood to a tourist-based economy."

Other concerns include possible increases in crime, traffic congestion, parking demand and population density; loss of commercial space and foot traffic on Ellis St; reduced open space; and construction impacts on senior citizens residing in buildings near the sites. Bud Doane, Treasurer of the Central Branch YMCA and member of the North of Market Steering Committee, stated, "the Tenderloin has historically been exploited as a neighborhood, and the hotels are only part of the problem ... what is needed is a future comprehensive plan."

- The North of Market Planning Coalition conducted a postcard survey to determine what the residents felt should be provided as mitigation measures. From 453 responses, the greatest proportion, 77%, favored the provision of low-cost housing, 70% favored increased security, 64% desired low-cost meals and 51% thought neighborhood jobs should be provided. Based on this postcard survey and meetings of the Luxury Hotels Task Force, a list of suggested mitigation measures was prepared by the North of Market Planning Coalition./3/ A list of mitigation measures that have been agreed upon by the project sponsor is included in V, Table 26, p. 154.

Perceived positive effects of hotel development have also been mentioned by local residents. As Majorie Montelius, Secretary of Traveler's Aid of

San Francisco and member of the North of Market Steering Committee, observed, "San Francisco needs tourists and the proposed hotels will provide jobs, revenues (to the City) and more customers for local businesses."

NOTES - Community Concerns

/1/ Persons contacted in the preparation of this section include: B. Doane, Treasurer, Central Branch YMCA, telephone communication, 2 September 1980; R. Livingston, President, North of Market Planning Coalition, telephone communication, 28 August 1980; M. Montelius, Secretary, Traveler's Aid Society of San Francisco, telephone communication, 28 August 1980. W. Nunnally, Gray Panthers, telephone communication, 2 September 1980; L. Spear, Vice President, North of Market Health Council, telephone communication, 29 August 1980; and H. Stewart, Director, Senior Escorts and Outreach Program, telephone communication, 2 September 1980.

/2/ The North of Market Planning Coalition is a group of Tenderloin residents, agencies, and businesspeople who are developing a comprehensive plan to preserve and improve the Tenderloin as a low-income residential neighborhood. The Coalition has received a grant from the San Francisco Foundation to develop this plan. During the past year, it has involved more than a thousand people in its planning process.

/3/ North of Market Planning Coalition, 30 July 1980, list of impacts and suggested mitigation measures distributed July 30, 1980 at a citizens' meeting. The list is available for public review at the Department of City Planning, Office of Environmental Review.

V. MITIGATION MEASURES PROPOSED TO MINIMIZE THE POTENTIAL IMPACTS OF THE PROJECT

In the processes of project planning, design and coordination, a number of measures have been identified that would reduce or eliminate the potential environmental effects of the proposed project. Most of these measures have been adopted by the project sponsors or are under consideration by their architects, builders, or other consultants. A few measures have been rejected. Each of these measures, and its status with respect to the proposed project, is discussed below. Where a measure has been rejected, the reasons for its rejection are also shown (see Table 26).

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
LAND USE AND COMMUNITY CHARACTERISTICS		
<ul style="list-style-type: none"> - The project sponsor has agreed to contribute about \$1.1 million as a 7%, 15-year loan to the UDAG program to be used for the purchase and rehabilitation of residential hotel units in the North of Market Strategy Area. 		<ul style="list-style-type: none"> - The project sponsors would not participate in a fund to provide low-interest loans to tenant groups and non-profit neighborhood organizations for the purpose of purchasing and maintaining low-rent residential units in the Tenderloin, because the project sponsor has elected to participate financially in the UDAG program for the area.
URBAN DESIGN AND VISUAL ASPECTS		
<ul style="list-style-type: none"> - The stepped-down heights of the tower from north to south would help provide a visual transition from the existing and proposed large-scale hotel structures north of the site to the smaller-scale older structures to the east, west and south of the site, and to the open area on Hallidie Plaza. 	<ul style="list-style-type: none"> - Additional surface variation, texture and detail could be provided at street and upper levels to better enhance visual interest of project, break up large, uniform surfaces, and complement the scale and texture of nearby older buildings. In particular, surface differentiation could be provided at upper levels of the project to help visually terminate the structure (see VII D.). 	
<ul style="list-style-type: none"> - The building height and cornice line of the southeastern portion of the project would approximately correspond to the height and cornice line of the neighboring historic Bank of America Building at One Powell St. 	<ul style="list-style-type: none"> - The upper levels of the Ellis St. tower in the northern portion of the site could be reconfigured to reduce the bulk of the structure as seen from the north and east, to improve visual transition to neighboring older structures to the north and east, and to add visual interest to the upper levels of the project (see VII D.). 	
<ul style="list-style-type: none"> - The cast-stone exterior and stylized bay window fenestration motif would be in harmony with architectural treatments found in a few neighboring buildings and other buildings generally characteristic of San Francisco. 		
<ul style="list-style-type: none"> - Street trees, entry plaza, ground floor retail uses on Ellis St. and retail shop windows on Eddy St. would provide a degree of pedestrian amenity and interest. 		

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
- The project sponsor would prepare a comprehensive street tree planting and maintenance plan for all site frontages on the block to help visually integrate the project at street level.		
- The project sponsor would be willing to participate in a street landscaping program coordinated with the sponsors of other adjacent proposed hotel developments, should this be desired by the City.		

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
CULTURAL AND HISTORIC RESOURCES		
<p>- Should evidence of cultural or historic artifacts of significance be found during project excavation, the Environmental Review Officer and the President of the Landmarks Preservation Advisory Board would be notified. The project sponsor would select an archaeologist to help the Office of Environmental Review determine the significance of the find and whether feasible measures, including appropriate security measures, could be implemented to preserve or recover such artifacts. The Environmental Review Officer would then recommend specific mitigation measures, if necessary, and recommendations would be sent to the State Office of Historic Preservation. Excavation or construction which might damage the discovered cultural resources would be suspended for a maximum of four weeks to permit inspection, recommendation and retrieval, if appropriate.</p>		<p>- Undertake preconstruction surveys, boring and trenching on the site, in response to comments. (This measure is rejected by the project sponsors since they have proceeded in the project planning in the past two years with the knowledge that the project was not subject to the National Historic Preservation Act; to undertake such work at this time would entail a delay of up to six months in initiating project construction and an added project cost of as much as \$400,000 per month due to escalating construction costs).</p>

WIND IMPACTS

- The proposed project would provide street trees along all frontages of the project site and at the main entrances to the project for local shelter for pedestrians from winds.

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
SECURITY IMPACTS		
<ul style="list-style-type: none"> - Internal security measures would include a combination of closed-circuit television cameras at selected locations with viewing screens monitored in a central security office; a guard station at the employee entrance which would serve as a control station; and 24-hour roving surveillance personnel with two-way radios. 		<ul style="list-style-type: none"> - The Hotel Ramada project sponsors do not believe that the available evidence supports the contention that crime would increase due to operation of the proposed hotels against senior citizens or any other residents, and, therefore, do not propose to provide additional street lighting, the services of a patrol special, or funding for the Senior Citizens Escort Service.
<ul style="list-style-type: none"> - The project sponsor would meet with the Crime Prevention Bureau of the Police Department to discuss further security measures. 		

FIRE

- The project design would incorporate fire protection measures required by the San Francisco Building Code. These would include a fire alarm system and an alarm monitoring station which would be equipped to indicate the time and location of a fire, to switch on emergency power sources, and control the elevators. Other requirements would be an automatic fire detection system, a voice communication system, ventilation for smoke control, a standby power generator, an on-site water supply and a sprinkler system on every floor.
- The project sponsor would meet with the Fire Marshal to discuss the building design and proposed internal fire protection measures.

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
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WATER

- Low-flow plumbing fixtures would be used to conserve water.

SOLID WASTE

- A trash compactor would be used to help reduce the need for landfill space.
- The solid waste storage facilities would be designed to provide separate storage facilities for glass, newspapers and other recyclable waste; the Hotel Ramada would implement a recycling program.

EMPLOYMENT

- The project construction manager would assist the general contractor and subcontractors to preferentially hire all qualified union applicants who are residents of the North of Market community, and to work with the San Francisco Building Trades Council and the Apprenticeship Opportunities Foundation to actively pursue a program to preferentially hire North-of-Market area residents and minorities.
- Ramada Inns would work with local unions and a non-profit neighborhood organization such as the North of Market Planning Coalition to establish an employment office and to refer qualified applicants to the hotel union, with emphasis for hiring given to area residents. Ramada Inns expects that a large proportion of its employees would be minorities. Training would be provided by Ramada Inns.

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
TRANSPORTATION, CIRCULATION AND PARKING		
<ul style="list-style-type: none"> - The project sponsor recognizes the need for the expanded transportation services to meet the peak demand generated by cumulative development in downtown San Francisco and would participate in a fair and appropriate mechanism, such as a Downtown Assessment District, to provide funds for maintaining and augmenting transit, in an amount proportionate to the demand created by the project, should such a funding mechanism be developed by the City. 	<ul style="list-style-type: none"> - The project sponsor would be willing to participate on a proportional basis with other hotels proposed in the vicinity in a shuttle bus system between the Hotel Ramada and Moscone Center for use by hotel guests attending conventions at the Center, should such a shuttle bus system be desired by the City. 	<ul style="list-style-type: none"> - Parking in the hotel garage would not be preferentially allocated to employee carpool and vanpool vehicles because, in the opinion of the project sponsors, the reservation of hotel parking for hotel guests would discourage private vehicle use by employees.
<ul style="list-style-type: none"> - The project sponsor would encourage transit use by employees through the sale on-site of BART and Muni passes to employees, and by encouraging an employee carpool and vanpool system in cooperation with RIDES for Bay Area Commuters. 	<ul style="list-style-type: none"> - The intersection of Ellis and Mason Sts. would be operating at Level of Service D under traffic increases from the Hotel Ramada and other two proposed hotel projects. Mitigation of this impact would be possible through restriping of the southbound approach. The approach currently is striped to carry two lanes of traffic (a through lane and a right-and-through). Use of a towaway lane on the west side of the street to allow a right-turn-only lane would help alleviate the problem. Such a measure would be entirely under the jurisdiction of the Bureau of Traffic Engineering and would be considered by it at such time as the projected conditions develop. 	
<ul style="list-style-type: none"> - The project sponsor, in consultation with the Department of City Planning, would implement a system for employee working hours to reduce peaks of congestion on the City transportation system. 		
<ul style="list-style-type: none"> - One of the three proposed truck loading bays would be increased from 48 ft. in depth to 60 to 65 ft. to accommodate tractor-trailer trucks. 		

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
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- Within a year from completion of the project, the Hotel Ramada would conduct a survey in accordance with methodology approved by the Department of City Planning, to assess actual trip generation patterns of project occupants, and actual pick-up and drop-off areas for carpools and vanpoolers. The results of this survey would be made available to the Department of City Planning.
- Adequate secure and safe bicycle parking facilities would be provided to meet the demand generated by project employees.
- The proposed entrance and unloading area and tour and charter bus waiting area would remove a potential source of congestion from the streets.

AIR QUALITY

- During excavation unpaved surfaces would be wetted to hold down dust; if this were done twice a day with complete coverage, particulate emissions would be reduced about 50%.
- Water-based or latex paints would be used on all interior walls painted by the general contractor or project sponsor, rather than oil-based paints which emit hydrocarbons while drying; this would reduce hydrocarbons from drying paint by about 60%.
- The project sponsor would supply air purifiers for the duration of the construction period to those permanent residents of the 124 Mason St. apartments and Olympic Hotel, located on the same block as the site, who before commencement of construction, provide written certification from a physician that they have a respiratory illness.

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
NOISE		
- To minimize disturbance of neighborhood residents, construction activities would not commence until after 7:00 a.m.		
- To minimize construction noise, only muffled gasoline and diesel-powered construction equipment would be used. Equipment (with the exception of pile drivers) would be muffled to 80 dBA at 100 ft. in accordance with the San Francisco Noise Ordinance (Section 2097b).		● - The project sponsor would not agree to wait to begin construction activities until after 8:00 or 9:00 a.m.
- Driving of piles, should this be necessary, would be done in the shortest time period possible and would be limited to hours resulting in the least disturbance to neighborhood uses.		
- The level of vibration in the two adjacent buildings would be mechanically monitored during piledriving.		
- The project sponsor intends to meet with the Bureau of Engineering and the Office of Environmental Review to determine other necessary and feasible measures to mitigate construction noise from piledriving which would be satisfactory to all parties.		
- The mechanical equipment in the building would be muffled to comply with the City Noise Ordinance, Section 2909.		
- An acoustical analysis would be conducted by a qualified acoustical engineer to ensure that CNEL noise levels inside the guest rooms when windows are closed would conform with the State Administrative Code (Title 25).		

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
ENERGY	<ul style="list-style-type: none"> - The building design would have less than the maximum allowable amount of exterior window area (40% is the maximum) to conserve energy. - Wherever possible, the lighting system would have individualized switches, time clock operation and use fluorescent lights to conserve electric energy. - Solar collectors on the roof would be used to heat hot water for the hotel. 	<ul style="list-style-type: none"> - The access to the various lobby levels from lower street levels could be provided by a stairway system instead of an escalator system to conserve electric energy. This was rejected by the project sponsors because the escalator design is intended to separate pedestrian traffic to different levels in the hotel.
GEOLOGY	<p>The design of the proposed energy-using systems would be selected from among a variety of energy-efficient systems which have been compared by a computer model of the structure. A primary factor in the selection would be the energy efficiency of the system. The goal would be to select a system which would use 150k Btu per square foot per year or less, if possible.</p>	<ul style="list-style-type: none"> - Excavation pit walls would be shored up and protected from slumping or lateral movement of soils into the pit. A study would be done to determine the proper shoring system for the portions of the construction site adjacent to the existing buildings. The shoring system would be constructed in compliance with the excavation standards of the California Occupational Safety and Health Agency (Department of Industrial Relations).

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
- The two buildings adjacent to the site would be surveyed to document the existing structural conditions; the project sponsor would then protect the two buildings as required by Code.		
- The project sponsor would conduct a detailed foundation and structural design study for the building, and would follow the recommendations of both the structural engineer and the geotechnical consultant.		
- The project sponsor would require the construction subcontractor to obtain a Faithful Performance and Payment Bond from a registered California Surety Company guaranteeing completion of work and compensation for any damages to existing buildings, and to have liability insurance to provide additional protection for the buildings' owner and occupants.		

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
<ul style="list-style-type: none"> - The general contractor would cover the loads of haul trucks carrying excavated material to reduce dust and potential spills on the streets. 		
<ul style="list-style-type: none"> - All streets adjacent to the construction site would be swept so that silt would not be washed into storm drains and dust would be reduced. 		
<ul style="list-style-type: none"> - The general contractor would confine construction equipment maintenance and refueling activities to areas of the site where petroleum spills could be contained. 		
<ul style="list-style-type: none"> - The general contractor would construct wet or dry catch basins on the site to trap silt and debris, which could later be transported to dumps. 		

SEISMICITY

- The project would be designed and constructed in compliance with the recommendations of the structural engineers and in accordance with the standards of the San Francisco and Uniform Building Codes.
- All nonstructural building elements, such as hanging light fixtures, hung ceiling and wall partitions and mechanical equipment, would be firmly attached and anchored to walls and ceilings to reduce the possibility of their fall during an earthquake.

TABLE 26: MITIGATION MEASURES PROPOSED TO MINIMIZE THE EFFECTS OF THE PROJECT (Continued)

MEASURES TO BE INCLUDED IN PROJECT	MEASURES RECOMMENDED AND/OR UNDER CONSIDERATION	MEASURES REJECTED (AND REASONS FOR REJECTION)
<ul style="list-style-type: none"> - An emergency water supply and pumps would be provided as required by the San Francisco Building Code so that the sprinkler system would be more likely to be operable after an earthquake. This emergency measure would mitigate the potential hazard created by fires occurring at a time when the water supply may be cut off by earthquake damage to water mains. 		
HYDROLOGY		
<ul style="list-style-type: none"> - The amount of dewatering required on the site and the best practical method for accomplishing the dewatering would be determined by the geotechnical engineer. 		
<ul style="list-style-type: none"> - Dewatering would be done within the excavation area only, in accordance with the recommendation of the geotechnical engineer. 		
<ul style="list-style-type: none"> - Groundwater observation wells would be installed to monitor the water table level outside of the excavation pit. 		
<ul style="list-style-type: none"> - The City would require a lateral and settlement survey to monitor any movement or settlement of surrounding buildings and adjacent streets during the dewatering and foundation work. Control lines and benchmarks would be established for monitoring horizontal and vertical movement. Costs for the survey and any necessary repairs to services under the streets caused by project-related construction activities would be borne by the contractor or the project sponsor. 		

VI. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

URBAN DESIGN ASPECTS

The project would shade a portion of Hallidie Plaza late in the early evening in June; adding to shading by existing buildings at that time. Under westerly wind conditions, the project would increase wind speed ratios on Eddy St. between Mason St. and Fifth St. North from the low-to-moderately-low range to the moderate-to-moderately-high-range.

TRANSPORTATION

Construction hauling would temporarily increase traffic on access streets and haul routes. Project-generated vehicular traffic would increase peak-hour traffic on the surrounding local streets. The percent increases in project-generated traffic above the 1982 projected base traffic volumes would range from about 3% on Ellis St. to about 13% on Eddy St. during the peak hour.

AIR QUALITY

Construction of the project would temporarily increase particulate levels in the area in excess of State standards during the two-year construction period. Pollutants generated by project-related vehicular traffic, including tour buses and trucks, would impede the attainment of air quality standards.

NOISE

Construction of the project would temporarily raise noise and vibration levels in the vicinity, causing annoyance to residents, hotel guests and employees in

VI. Significant Environmental Effects

neighboring buildings. If piles were to be driven, piledriving would occur for about eight weeks.

ENERGY

- Operation of the project would require about 12 million kilowatt hours of electricity (generated primarily by nonrenewable fossil fuels) and about 11.0 million cu. ft. of natural gas per year. Project-generated traffic would use an estimated 500,000 gallons of gasoline and 230,000 gallons of diesel fuel per year.

CUMULATIVE DEVELOPMENT

During construction, the project would contribute to the cumulative construction-related traffic, noise and vibration, and air-quality impacts of hotel development currently proposed for the northeastern Tenderloin District. Operation of the project would contribute incrementally to the cumulative traffic, transit and air-quality impacts and employee housing demand of hotel development proposed in the vicinity. The Hotel Ramada, along with the proposed Hilton Tower No. 2 and Holiday Inn, would increase the visual density of development in the area.

- In the short run, cumulative hotel development could increase pressure for the conversion of residential hotels to transient tourist hotels in the Tenderloin District, if the present conversion ordinance is repealed. Cumulative hotel development could cause some local-serving businesses to be displaced by tourist-serving businesses, and raise land values in the vicinity of the hotel sites, contributing to increased residential and commercial rents.

VII. ALTERNATIVES TO THE PROPOSED PROJECT

A. NO-PROJECT ALTERNATIVE

In this alternative, as defined by the California Environmental Quality Act (CEQA), the project site would remain as it now exists. The visual quality of the project site would remain essentially as described in III. B, p. 38, Urban Design and Visual Factors. Presumably, the one-story structure at the corner of Ellis and Mason Sts., which has been damaged by fire, would eventually be demolished or restored. In its present condition, the site represents a fragmented urban design composition which fails to relate effectively in scale or character to existing and proposed neighboring structures.

The project site would continue to generate about \$21,700 per year to the City and County in property taxes (increased at 2% per year). Should portions of buildings currently unoccupied because of fire damage be restored by the property owner, there would be increased retail use of the project site. New retail uses would probably be similar to the marginal retail uses currently occupying the project site. The site would continue to generate an estimated \$1,400 of annual sales tax revenues to the City and County, plus sales tax revenues from new retail tenants who would occupy the site after building repair. No new construction or permanent employment (other than several possible retail jobs) would result. This alternative would not add new hotel rooms to the San Francisco hotel room stock.

If no project were to be developed on the site, the traffic and transit conditions described in IV.F, pp. 119-130 as 1982 Base case with cumulative development, and the air quality conditions resulting from this traffic on nearby streets, would occur. Other conditions described in the Environmental Setting (III. A through III K., pp. 25-66) would generally continue. Project-generated construction noise, air quality, traffic and vibration

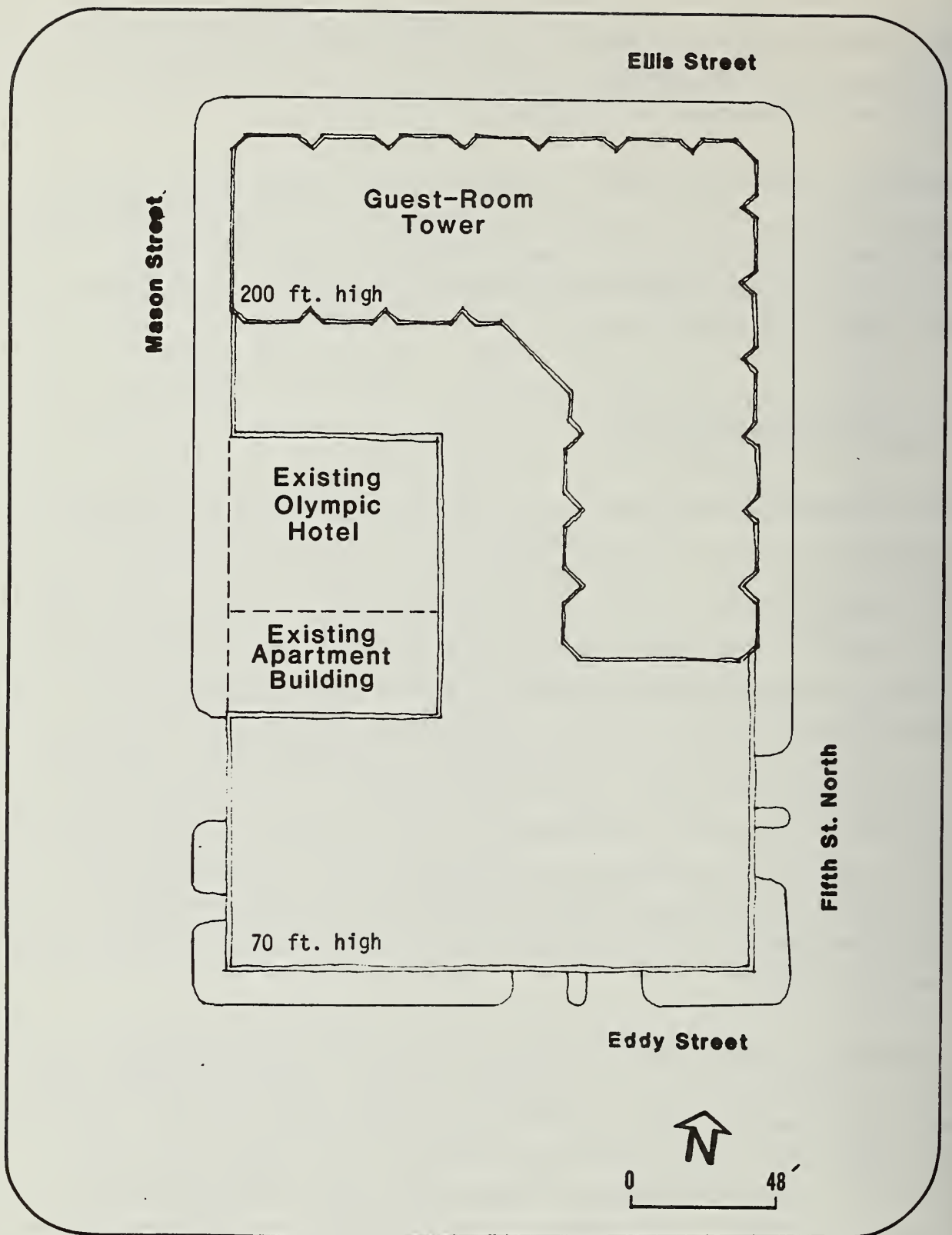
impacts would not occur. Demands for community services and housing would remain unchanged. This alternative would preserve options for future hotel or other types of development at the site.

The project sponsors have chosen to propose the Hotel Ramada at this time so that the 1,000 guest rooms proposed would be available to meet the anticipated demand generated by the George R. Moscone Convention Center. Following current schedules, the Moscone Convention Center would open in 1981 and the Hotel Ramada would open in 1982.

B. REDUCED-HEIGHT ALTERNATIVE

The project design could be modified so that the height of the building would be reduced and no bonus floor area would be required under the provisions of the City Planning Code. In this alternative, the height and floor area of the base building would be the same as that of the project. A 16-story guest room tower, similar in shape to the L-shaped, mid-rise tower level of the proposed project, would be constructed above the four-story base building (see Figure 34 and Figure 35 , p. 168), for a total building height of about 250 ft. at Ellis St. Total gross square footage of this alternative, excluding mechanical and parking space, would be about 416,000 sq. ft.; this would be about 600 sq. ft. of floor area less than the Basic Floor Area Ratio (FAR) of 10:1, so no floor area bonuses would be required. The alternative design would contain about 590 guest rooms or about 60% of the number proposed. Exterior treatment of the building and landscaping plans would be similar to those of the project.

The urban-design and visual effects of this alternative would be similar to those of the proposed project, except that the lower height of the north tower would reduce general project visibility from distant vantage points. The lower height would also reduce the apparent bulk of the project, and would more closely complement the scale of neighboring older buildings than would the proposed project. This alternative would generally have similar light and shadow effects similar to those of the proposed project. The lower height of the north tower would cast shorter shadows on Mason and Ellis Sts. during



● FIGURE 34: REDUCED HEIGHT ALTERNATIVE - SITE PLAN

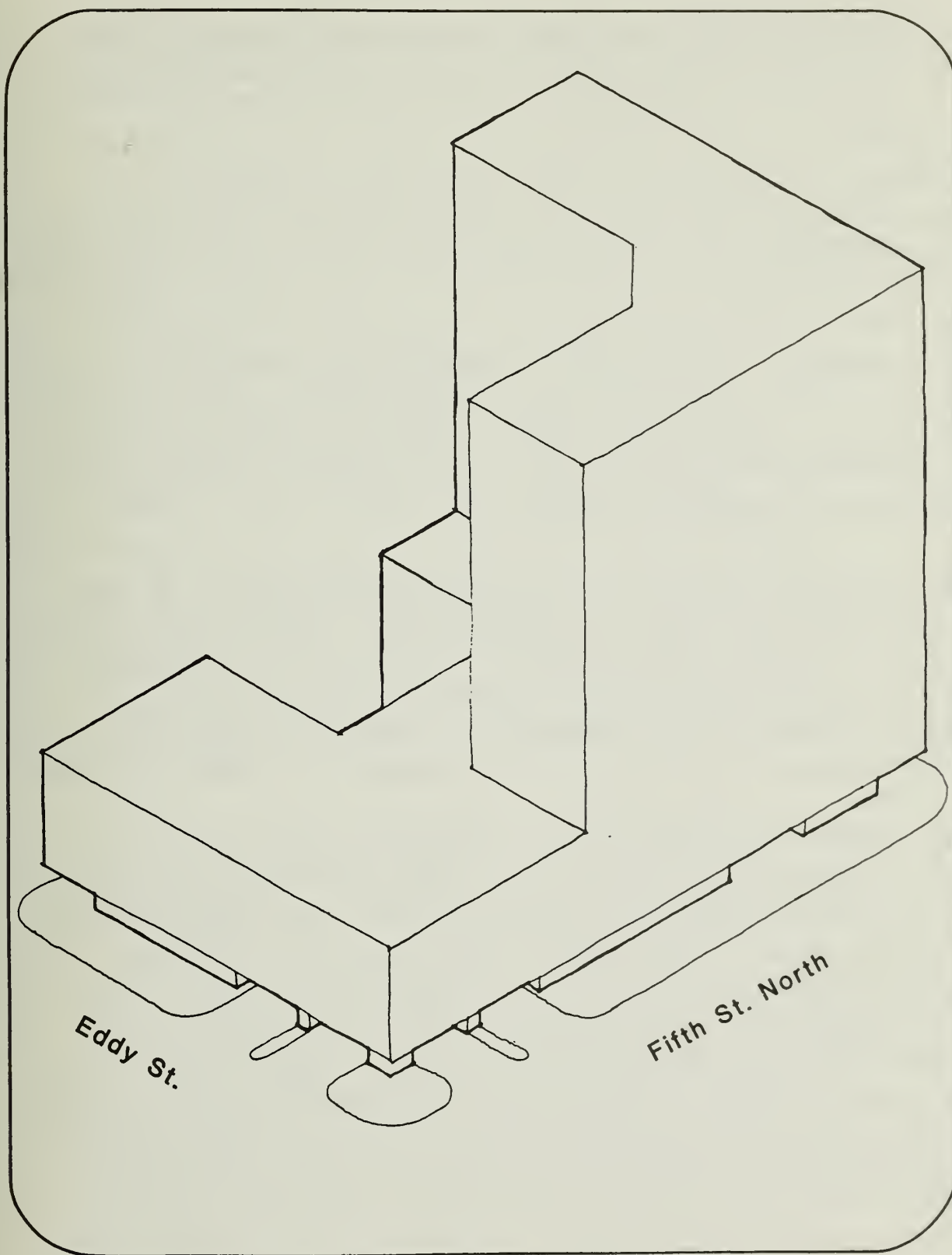


FIGURE 35 : REDUCED HEIGHT ALTERNATIVE -
ISOMETRIC VIEW

VII. Alternatives

summer mornings. During mid-day hours in winter, the shadow cast by this alternative would not reach O'Farrell St., as it would in the proposed project.

For northwest winds, this design would have effects similar to existing conditions, as the height of the lower tower would not extend above upwind structures, such as the Hilton Hotel, located to the east of the site. The vehicle entrance plaza would have low wind speed ratios and the rooftop area would have moderately low wind speed ratios. For west winds, this modified design would not increase wind speed ratios along Eddy and Ellis Sts., as would the project. Along Mason St., it would decrease wind speed ratios from 10% to 20% below existing and project-generated conditions. Winds would be similar to the proposed project along Fifth St. North. Wind speed ratios in the vehicle entrance plaza would range from low to moderate. Rooftop outdoor areas would have moderate wind speed ratios.

Water use for this alternative would be about 103,000 gallons per day (gpd), or about 40% less than that of the proposed project. Sewage generation would be similarly reduced to about 97,500 gpd. The Police and Fire Departments would be expected to receive fewer calls for service due to the reduced population on the site. This alternative would generate a little over one ton of solid waste per day, or about 60% that generated by the project as proposed.

About 350 jobs, or 265 fewer than the proposed project, would be provided in this alternative design. The decrease would primarily be on the categories of bellpersons, and laundry and housekeeping positions. This design would have an estimated total fair market value of \$38.1 million, and an estimated assessed value of about \$9.5 million, generating a net addition to the San Francisco property tax base of about \$9 million. The market value and the addition to the property tax base of this alternative would be about 30% less than that of the project at \$52.5 million. This design would generate between \$302,000 and \$381,000 in net property tax revenues to the City and County, as compared to between \$423,000 and \$531,000 generated by the proposed project design.

This alternative would have about 410 fewer rooms and would generate about 40% less in hotel tax revenues. Hotel-generated sales tax revenues would be

expected to decrease because there would be a 40% reduction in the number of rooms and guests staying at the hotel in this alternative. There would be about 410 fewer hotel rooms available to meet projected demands than with the proposed project.

Project employees in this alternative would generate a demand for about 80 housing units; this would be 60 units fewer than the 140 units demanded by the proposed project.

The numbers of traffic, transit and pedestrian trips generated, and parking spaces demanded, by this alternative design would be approximately 60% of those generated by the project as proposed. Levels of Service at the intersections in the site vicinity would remain the same as for the proposed project. The number of tour and charter buses would decrease from an estimated 50 per day to 30. Since the on-site entrance driveway and bus loading area of the proposed project would also be a part of the alternative design, the decrease in the number of buses would result in a decrease in the occasions when the bus unloading areas would be full and buses would have to load or unload at curbside. There could also be a reduction in service vehicles, but this is not anticipated to be proportional to the decrease in the number of guest rooms.

According to the project sponsor, the reduced-height alternative was rejected because it would contain fewer hotel guest rooms to offset the cost of the land. The higher per-room costs of construction and operation of a smaller hotel would result in higher room rental rates, making the hotel less competitive with existing and proposed hotels. In the opinion of the project sponsor, the height of Eddy St. and Fifth St. North facades of the alternative would not relate as well architecturally to the Bank of America Bldg. at One Powell St. as would the proposed project, nor would the design provide as marked a transition between the smaller-scaled buildings to the south and southwest and the larger existing and proposed hotel structures to the north as would the project. The alternative would generate a smaller qualifying private capital investment and would, therefore, provide the basis for a smaller UDAG program for the rehabilitation of residential hotels in the Tenderloin.

C. TWO-TOWER ALTERNATIVE PROVIDING BOTH HOTEL ACCOMMODATIONS AND APARTMENT HOUSING

In this alternative, the height and the floor area of the four-story base building would be the same as those of the proposed project. A 140-ft.-high tower, fronting on Eddy St., would be constructed above the base containing four stories of one-bedroom apartments (ten units per floor), for a total of 40 units. An elevator bank would be located in the base building to provide access to the 36,000-gross-sq. ft. apartment tower. Each apartment would contain about 600 sq. ft. and would rent for about \$1,500 per month (1980 dollars). A second 320-ft.-high tower would be located fronting on Ellis St., opposite the Eddy St. tower, and would contain 28 floors of guest rooms (about 22 rooms per floor) above the base building for a total of approximately 620 guest rooms. Total gross floor area for this alternative would be about 460,000 sq. ft., excluding mechanical and parking space. This alternative design would comply with the provisions of the 160-G and 320-I Height and Bulk Districts on the site. Exterior treatment of the building would be similar to that of the proposed hotel (see Figure 36 and Figure 37, p. 173).

The urban design and visual effects of this design would be similar to those of the proposed project, except that the elimination of the mid-rise tower along Fifth St. North would reduce the apparent bulk of the project as seen from that frontage. The visual discontinuity between the low-rise and highrise portions of the project that would be created by the elimination of the intervening mid-rise tower would reduce the effectiveness of the stepped transition from south to north which is a feature of the proposed project. The height and scale of the low-rise tower along Eddy St. would less effectively complement neighboring older structures, especially the Bank of America building at One Powell St., than would the proposed project.

This alternative design would generally have light and shadow effects which would be similar to the project. However, because of the separation of the two towers, this alternative would cast shorter shadows on Mason St. during spring, fall and winter mornings, and on Fifth St. North during spring, fall and winter afternoons. If a sundeck, pool or other recreation area were to be built on the roof between the two towers, the 140-foot tower would cast

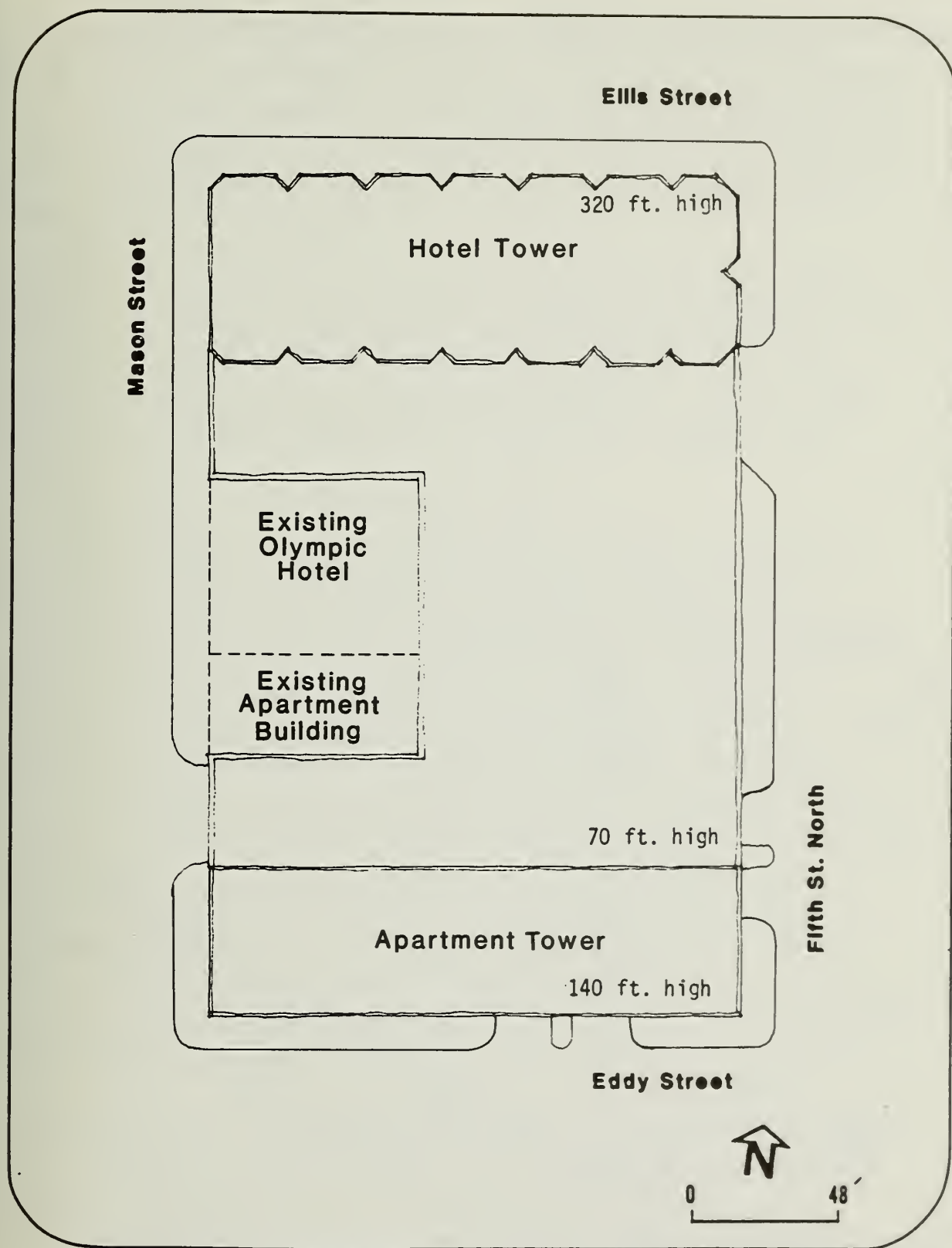


FIGURE 36 : TWO-TOWER ALTERNATIVE -
SITE PLAN

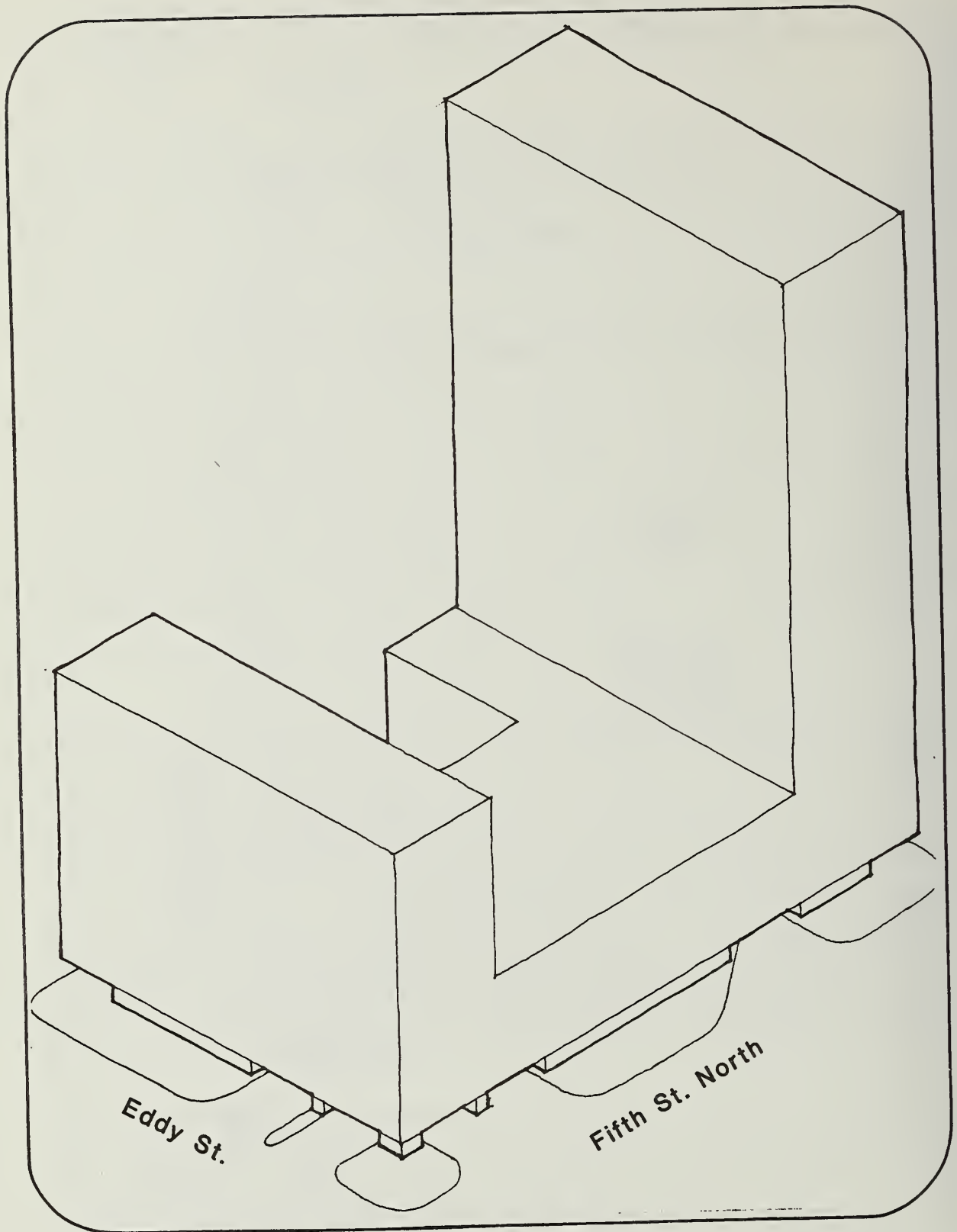


FIGURE 37 : TWO-TOWER ALTERNATIVE -
ISOMETRIC VIEW

shadows on this area during mid-morning to mid-afternoon hours during fall, winter and spring. The two-tower alternative would generate higher wind speed ratios at street level than either the proposed project or the reduced-height alternative, because the east-west oriented 320-ft. high Ellis St. tower would intercept a greater volume of wind than either the L-shaped project tower or the reduced height alternative./1/

With the housing alternative, water use would be about 2/3 of the project's water use, or 116,000 gpd. Sewage generation would be about 110,000 gpd. The Police and Fire Departments would probably receive fewer calls for service, because of the reduced population on the site. Solid waste generation would be about 1.3 tons per day, about 65% of that generated by the project as proposed.

Total project employment in this alternative would be about 370 persons as compared to about 615 persons employed in the proposed project; mainly bellpersons, and maintenance and housekeeping positions would be reduced. A combined apartment housing and hotel project would have a fair market value of about \$42.1 million, with an assessed valuation of \$10.5 million. In comparison to the proposed project, this design would have a fair market value of about 20% less and would generate between \$335,000 and \$422,000 in net property tax revenues to the City and County, about 20% less than the proposed project. This alternative would represent a net addition to the San Francisco property tax base of \$10 million, about 20% less than the net assessed valuation of the proposed hotel. The 620 rooms provided in this design would return about 40% less in hotel tax revenue. Hotel-generated sales tax revenues would decrease in proportion to the decrease in the number of rooms and, therefore, hotel guests. There would be 380 fewer hotel rooms available to meet projected increased demand for hotel rooms in San Francisco.

Hotel employees in this alternative would generate demand for about 75 housing units as compared to the demand for about 140 units generated by the project as proposed. This design would provide 40 upper-income apartment units to partially meet the need for housing in San Francisco. These units would represent about 3% of the multiple-family housing units for which building

permits were issued in San Francisco in 1979. Residents of the 40 apartments would generate an unknown amount in sales tax revenues to the City and County.

Assuming that apartment residents would choose the hotel location because of its proximity to Union Square, the Downtown business district and related activities therein, private vehicle trips would be held to a minimum. At a daily vehicular trip-generation rate of about 2.4 trip ends at the periphery of the site per hotel guest room and about four trip ends per day per apartment, vehicular travel generated by the alternative would be about 750 trips fewer than for the proposed project. The travel would thus be about 70% that of the proposed project. Levels of service on surrounding streets would be the same as with the project. Some of the residents would use transit to commute to and from work, but the alternative would have fewer employees. Therefore, it is expected that the alternative would generate approximately 70% of the peak-hour Muni trips produced by the project as proposed.

The alternative providing both hotel rooms and apartment units was rejected by the project sponsor for several reasons. A facility containing both apartments and guest rooms would be operationally difficult to administer. The apartment area would require security, elevators, plumbing and utilities systems separate from the hotel. The character and rental price of the apartments would not be similar to the character and prices of existing housing elsewhere in the Tenderloin. The project sponsor does not believe that there would be a market for such apartment units in the Tenderloin. This alternative would generate a smaller qualifying private investment than would the proposed project and would, therefore, not provide the basis for as large a UDAG residential-hotel rehabilitation program for the Tenderloin.

D. ALTERNATIVE WITH FOUR-TIERED HOTEL GUEST-ROOM TOWER

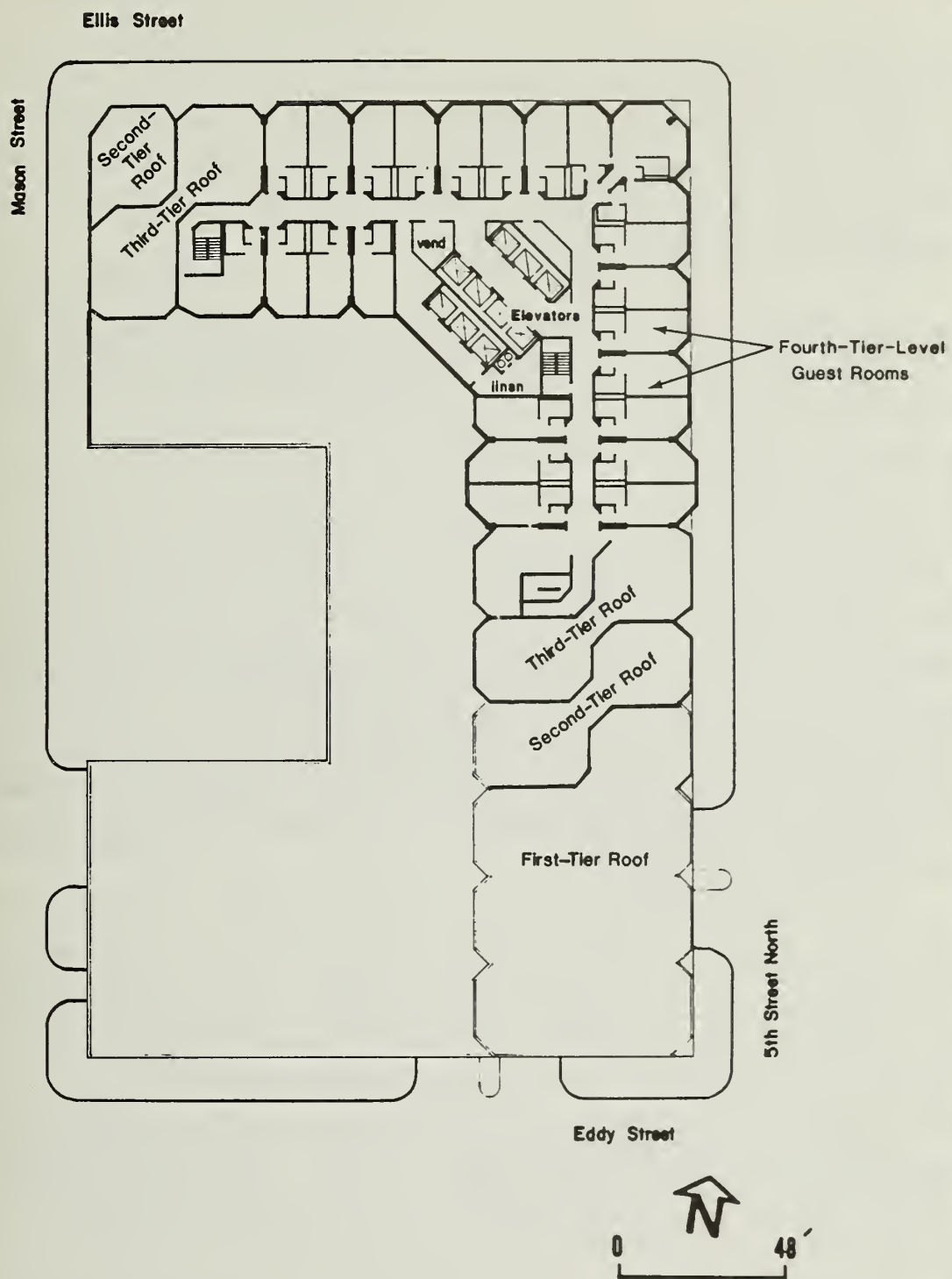
An alternative to the proposed project design has been developed in response to comments made by City staff during the preparation of the Draft Environmental Impact Report. The base building and tower would have the same orientation as they would in proposed project, with the vehicular entrance near Hallidie Plaza and the tower fronting on Ellis St. and Fifth St. North.

The base building would contain lobby, restaurant, ballroom, retail and public function space, as it would in the proposed project. The tower would contain hotel guest rooms. The alternative design would have three setbacks in the tower, rather than the two proposed by the project (see Figure 38). The visual effect would be a series of more gradual transitions from one element to another, with landscaped roofs on the fourth, tenth, twentieth and twenty-sixth tiers. The tower would also be stepped back at Mason and Ellis Sts. at the third and fourth tiers (see Figure 39). This alternative design would reduce the starkness and apparent mass of the proposed design by breaking up the components into an aggregate of parts. It would comply with Section 271,2(c) of the City Planning Code by providing "major variations in the planes of wall surfaces", and by providing "significant differences in the heights of various portions of the building... that divide the mass into distinct elements." The street-level fenestration would be the same as that of the proposed project, leaving the southwestern frontages on Eddy and Mason Sts. as walls with retail display windows or bus and truck loading areas. Shadow and wind effects would be similar to those of the proposed project.

- The two lower levels would contain approximately the amount of parking area as would those of the proposed project. The four-story base building would also contain approximately the same floor area. Tower Floors 5 through 10, each containing about 52 guest rooms, would form the first tier. Second-tier Floors 11 through 20 would each contain about 39 guest rooms. Floors 21 through 26 in the third tier would each contain about 33 rooms. Floors 27 through 32 in the fourth tier would each contain about 25 rooms. The 1,050-room hotel would have about 50 more guest rooms than would the proposed project and a gross floor area about 49,000 sq.ft. greater. Further design refinements to this alternative in the form of bay windows and other surface treatments to building facades would result in an additional gross floor area of approximately 40,000 sq. ft., for a total floor area of about 695,000 sq. ft.
- The alternative design would comply with the length limitations of the City Planning Code, but the second tier of the tower would exceed the diagonal measurement of 200 ft. by about 30 ft. The gross floor area would exceed the 10:1 Basic Floor Area Ratio of the site plus allowable bonuses by about



FIGURE 38: ARTIST'S RENDERING OF THE
FOUR-TIERED TOWER ALTERNATIVE
VIEWED FROM HALLIDIE PLAZA



SOURCE: DMJM/CD, Architects

FIGURE 39: FOUR-TIERED TOWER
ALTERNATIVE - HIGH-RISE
GUEST-ROOM FLOOR

90,000 sq.ft. The FAR of the alternative design would be about 15.9 to 1. The FAR of the alternative design with bay windows and surface changes would be about 16.6 to 1. As a PUD, the proposed project or alternative design could be granted a modification of certain provisions of the City Planning Code under Section 304(a) of the Code.

About 635 jobs, or 20 more than the proposed project, would be provided in this alternative design. The increase would primarily be in the categories of bellpersons, laundry and housekeeping positions. This design would have an estimated total fair market value of \$66.7 million, and an estimated assessed value of about \$16.7 million, generating a net addition to the San Francisco property tax base of about \$16.2 million. The market value of this alternative would be about 27% more than the project at \$52.4 million. This design would generate between \$546,000 and \$684,000 in net property tax revenues to the City and County, as compared to between \$423,000 and \$531,000 generated by the proposed project design. This alternative would have 50 more rooms and would generate about 5% more franchise and sales tax revenues. Demands for community services and energy use would increase approximately 5%. Construction impacts and construction employment would be similar to those of the project as proposed.

The entrances and exits to the hotel for both vehicles and pedestrians would have the same design as for the proposed project. The circulation effects of this alternative would, therefore, be approximately the same as those of the proposed 1000-room project. Daily project-generated pedestrian trips and trips on Muni, in autos, taxis and charter buses would be at most 5% greater than would be generated by the proposed project. There would be about 10 additional p.m. peak-hour vehicle trips. No changes in Levels of Service at any of the surrounding intersections would result.

This alternative is currently under consideration by the project sponsors.

NOTE - Alternatives

/1/ D. Ballanti, Consulting Meteorologist, telephone communication, 1 May 1980.

● VIII. SUMMARY OF COMMENTS AND RESPONSES

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NOTE: The numbers in the Comment Summaries refer to numbers assigned for purposes of organization to individual comments on the EIR. Because the Public Hearing on the Hilton Tower No. 2 EIR and Hotel Ramada EIR was held jointly before the City Planning Commission, comments received on the two documents were intermixed. Comment numbers followed by an "R" indicate comments made on the Hotel Ramada EIR only.

VIII. Summary of Comments and Responses

LIST OF PERSONS COMMENTING

Mr. Toby Rosenblatt, President
Ms. Susan Bierman, Member
City Planning Commission

Cadillac Hotel Tenant
Association

Ms. Sara Colm
Mr. Richard Wood
Luxury Hotel Task Force

Mr. Doug Cornford
Executive Court Hotel

Mr. Will Cortney
Tenderloin Youth Streetwork
Program

Ms. Win Cottrell

Ms. June Deal

Mr. Edward Dollak

Mr. Rallo Dolman

Mr. Charles Q. Forester
Director of Planning
Association of Bay Area
Governments

Mr. David B. Goldstein
Senior Scientist
Western Office of the Natural
Resources Defense Council

Mr. Mario Hermoso
Mr. Sam A. Lafferty
North of Market Senior Escort
and Outreach Program

Ms. Sue Hestor
San Franciscans for Reasonable
Growth

Mr. Robert Kleinberg
Program Developer
Ms. Ming Tong, Social Worker
Center for Southeast Asian
Refugee Resettlement

Mr. Charles Lamb, President
Hotel and Restaurant Employees
and Bartender's Union, Local 2

Mr. Richard Livingston, President
Ms. Diana Bilovski
Ms. Helen Bean
Mr. Tom Lauderbach
North of Market Planning
Coalition

Dr. Knox Mellon
State Historic Preservation
Department of Parks and
Recreation
The Resources Agency of
California

Mr. Charles O. Morgan
Attorney at Law, Representing
Mr. Mario Ordano

Mr. Walter Park

Ms. Anna Polvos
Mr. Stephen Williamson
State Clearinghouse

Ms. Pat Powers

Mr. James Pritchard

Mr. Randy Shaw
Tenderloin Housing Clinic

Mr. James G. Schween
Cadillac Hotel Tenant
Association

VIII. Summary of Comments and Responses

Mr. Randy Shaw
Tenderloin Housing Clinic

Mr. Ron Silliman
Central City Hospitality House

Mr. Stan Smith
Secretary
San Francisco Building
Construction Trades Council

Mr. Bill Tocco

Mr. John West
District Director
California Department of
Transportation

Rev. Cecil Williams
Glide Memorial United Methodist
Church

Rev. Stephen D. Wise
St. Boniface Church

Mr. Basiel Yoslimadakas

SUMMARIES OF COMMENTS AND RESPONSES TO COMMENTS

CUMULATIVE EFFECTS OF HOTEL DEVELOPMENT

Summary of Comments 68, 70, 98, 106(b), 237 and 245(a)(e): The Ramada, Hilton, and Holiday Inn will have a single effect on the neighborhood. Therefore, they should be studied cumulatively. The only cumulative aspects the reports deal with are physical effects such as wind, pollution, and traffic. They should also examine the cumulative impact the three hotels will have by increasing the demand for luxury goods and thereby stimulating the conversion from neighborhood-serving to tourist-serving shops. They should also deal with the cumulative effect on housing and on the neighborhood.

Response: The cumulative effects of the Hotel Ramada, Hilton Tower No. 2 and Holiday Inn were addressed in the Ramada EIR with respect to land use, urban design, visual effects, community services and utilities, hotel-room supply and demand, transportation, air quality, noise, and growth inducement. Further discussion on cumulative effects, particularly indirect economic effects, has been added in this document. Refer to pp. 104b - 104d for a discussion of the conversion from neighborhood-serving uses to tourist-serving uses; cumulative effects of the hotels on housing in the Tenderloin are discussed under Residential Displacement, pp. 104 - 104b, and effects on the neighborhood in the Tenderloin Community Characteristics subsection on p. 70.

NOTE: The quantification of cumulative impacts in the Hilton Tower No. 2 EIR (EE 79.257) and Ramada EIR may not correspond exactly to the quantification of cumulative impacts in the Holiday Inn DEIR (EE 79.283), because the Hilton and Ramada DEIRs quantified cumulative impacts on the basis of the 1,000-room Holiday Inn design available at the time of preparation of the DEIRs. The Holiday Inn was later modified to contain approximately 800 rooms and this number is reflected in the Holiday Inn DEIR. It is not necessary to recalculate all cumulative impacts in the Hilton and Ramada EIRs due to the reduction in rooms at the Holiday Inn, because use of the 1,000-room Holiday Inn design represents a worst-case analysis of cumulative impacts, and thus is in accordance with the California Environmental Quality Act (CEQA). The order of magnitude of all quantifications shown in the DEIRs would remain approximately the same for the new Holiday Inn design, but would be proportionately reduced.

LAND USE

Summary of Comment 137: Both EIRs should include a diagram of the surrounding blocks with a chart showing the uses; if you go a couple of blocks, you can see what the surrounding area is like.

Response: Figure 13, Land Use In the Vicinity of the Site, on p. 24 of the Hilton Tower No. 2 EIR, shows no residential uses in the block north

of the site, six residential hotels with ground-floor retail uses in the two blocks northeast and east of the site, and 40 residential sites in the five blocks south, west and northwest of the site. Figure 13 distinguishes between residential hotels and tourist hotels, and shows where retail ground-level uses exist. Figure 13 clearly shows the predominance of residential uses west of Taylor St. and the site.

The block north of the site (Assessor's Block 316) is occupied by one tourist hotel (the Clift), the offices and studios of television station KBHK (Channel 44), the Downtown Center Garage, the Curran and Geary Theaters which mark the center of the traditional San Francisco "theater district," and two retail structures. The block to the northeast (Assessor's Block 315) is occupied by four tourist hotels, four retail structures, and three residential hotels. Retail uses include two high-cost, tourist-oriented restaurants. The block east of the site (Assessor's Block 326) contains four residential hotels, one tourist hotel and office and retail uses. Southeast of the site there is one apartment house, at 124 Mason St., and a tourist hotel. Figure 13 incorrectly showed the Hotel Barclay at the southeast corner of the intersection of O'Farrell St. and Fifth St. North as a tourist hotel. It is a residential hotel; this designation has been corrected.

Like Figure 13 in the Hilton Tower No. 2 EIR, Figure 14 on p. 28 of the Hotel Ramada EIR distinguishes between the types of uses and indicates where ground floor uses are different from upper-story uses. Figure 14 has also been corrected to show the Hotel Barclay as a residential hotel.

Summary of Comments 142.R and 251: How many of the parking lots shown in Figure E-12 and listed in Table E-3 are scheduled to be replaced by buildings?

Response: Some of the parking sites listed in Table E-3 on p. 223 of the Ramada EIR are structures, including the Downtown Center Garage, Item 8, the Fifth and Mission Garage, Item 20, and the Ellis-O'Farrell Garage, Item 4. As indicated in the Table, the parking lots in Items 1, 2 and 3 are on the site of the proposed Holiday Inn and the parking lot in Item 6 is on the site of the proposed Hotel Ramada. No other projected displacements of parking lots or structures by private actions have been filed with the Department of City Planning at this time.

TENDERLOIN COMMUNITY CHARACTERISTICS

Role of the Tenderloin Neighborhood in San Francisco

Summary of Comments 14(a)(b), 34, 45, 136.R, 147(a)(b), 161(a), 201.R(a)(b)(c), 205, 247(a), 260(c), and 262(a): The Ramada EIR does not recognize the general residential nature of the project area. It does not address the quality of the lives of the people who live there. The Tenderloin is a neighborhood, a community with a character that could be threatened by tourist hotel development. In order to address these effects, the EIR should: 1) demonstrate that the Tenderloin is a community unit, by including information about the residents, their ethnic background and income, their needs, the

social services available to them, their churches and community organizations, and other qualities of the Tenderloin that effect their way of life; 2) discuss changes taking place in the neighborhood and changes that could occur as a result of tourist hotel development. Several San Francisco policy documents state that the Tenderloin should be preserved as a low-income neighborhood, and become a model in-town community. We have the opportunity as a community to develop and accentuate our positive aspects. If major hotel extension into the Tenderloin takes place, can the Tenderloin low-income housing and services be preserved?

Response: An expanded Community Characteristics Section has been added to the Ramada EIR. The sections entitled III.A. and IV. A., LAND USE AND ZONING, on pp. 25 and 67 of the Ramada DEIR have been changed to III.A. and IV. A; LAND USE, COMMUNITY CHARACTERISTICS AND ZONING. The subsection entitled Tenderloin Community Characteristics on pp. 30 - 31 of the Ramada DEIR has been deleted and replaced with a new Environmental Setting section on Community Characteristics, which addresses: the Tenderloin's role among San Francisco neighborhoods, population/demographic characteristics of Tenderloin residents, housing characteristics, rents, neighborhood characteristics and social services. The new Environmental Impact portion of the COMMUNITY CHARACTERISTICS Section discusses: rent increases, residential hotel conversions, conversion or displacement of neighborhood-serving uses, and preservation of the Tenderloin as a low-income neighborhood. This section has been inserted preceding the subheading "Comprehensive Plan" on p. 70 of the Ramada DEIR. The subheading "Comprehensive Plan" has been replaced with "ZONING AND THE COMPREHENSIVE PLAN". The subheading "ZONING" on p. 71 of the DEIR has been deleted.

Location of Project

Summary of Comments 161(b) and 248.R(a): The EIRs should note that the sites for the new Holiday and Ramada Inns are located within the North of Market Strategy Area and that the Hilton is contiguous to it.

Response: The North of Market Strategy Area is referred to as the North of Market RAP area or the Tenderloin RAP area. All of these terms refer to the same area, shown in relationship to the Tenderloin in Figure 14A, p. 30a. Figure 14A also shows the location of the proposed hotel developments.

The Tenderloin RAP area was chosen as the analysis area for the COMMUNITY CHARACTERISTICS subsections and Indirect Economic Effects subsections for reasons described in Note /2/ at the end of the COMMUNITY CHARACTERISTICS Environmental Setting section, p. 33, and in the Response under Impact Areas of Analysis / Sources of Socio-Economic Data, pp. 231 - 232.

Population and Income Characteristics

Summary of Comments 99, 101(b), 162(c) partial and (i), 234(a): Both EIRs should include information on the number of residents living in the area. Approximately 9,000 (9,458) residents live in Census Tracts 123 and 125.

Response: Demographic information based on Tenderloin RAP area surveys is contained in the first two paragraphs of the Population/Demographic Characteristics subsection of the COMMUNITY CHARACTERISTICS Setting section, pp. 30 - 30b. Reviewed, tract-by-tract 1980 Census information for the Tenderloin has not yet been officially released by the Federal Census Bureau and has been under litigation. (Peter Groat, Senior Planner and Project Manager of 1980 Census Local Review, Department of City Planning, telephone communication, 8 December 1980).

Summary of Comments 9, 100, 101(c), 162 (d) and (i), 163(e), 234(b), and 263 partial: The EIRs should include information regarding the income of the population in blocks immediately facing the proposed hotels and in an expanded impact area of the hotels, specifically Census Tracts 123 and 125. This is a weak economic area (Census Tracts 123 and 125) with low-income residents whose average 1970 income was \$305 per month, about half the citywide average.

Response: Income information based on the Tenderloin RAP area surveys is contained in the Income Characteristics subsection of the COMMUNITY CHARACTERISTICS Environmental Setting section, p. 30b. The Tenderloin RAP area includes blocks immediately facing the proposed hotels, as well as blocks in the "expanded impact area" (see Figure 14A, p. 30a). Income patterns have changed since the 1970 Census was taken, and 1980 tract-by-tract census data have not yet been officially released by the Federal Census Bureau (Peter Groat, Senior Planner and Project Manager of 1980 Census Local Review, Department of City Planning, telephone communication, 8 December 1980.)

Tenderloin RAP area apartment-dwellers currently (1980) have household monthly median incomes of about \$549. Residential hotel tenants have a household median income of about \$433 a month. Both are less than half the citywide median single-person household income of \$1,208 per month (see first paragraph in Income Characteristics subsection, p. 30b).

Summary of Comment 39: For typical senior citizens living on \$300 or less a month, any increased rent means corresponding cuts in food, medical attention, and transportation.

Response: A discussion of Tenderloin resident disposable income after rent is contained in the last paragraph of the Rents subsection of the Tenderloin COMMUNITY CHARACTERISTICS Environmental Setting, pp. 30f - 30g.

Housing Characteristics and Rents

Summary of Comments 81, 99 partial, 107(b), 163(d) and (f), 166(a) partial and 243(a): According to 1980 Preliminary Census data, more than 7,000 residential housing units are located within a two-block radius of the three hotels in Census Tracts 123 and 125. These units contain one Housing Authority-owned building and four privately owned federally-subsidized buildings. This leaves over 5,000 immediately threatened units.

The units with the lowest cost are the residential hotels. According to Census data, over half of these units are residential hotel units (that is,

lacking kitchens), and they represent more than 30% of San Francisco's total residential hotel stock.

In 1970, 58% of the occupied Tenderloin rental units cost less than \$100 per month. In Census Tract 125, the tract most impacted by the proposed hotel developments, 65% - 67% of the housing cost less than \$100 per month. In the remainder of San Francisco, only 24% of the rental units cost less than \$100 per month.

Response: Census data cited in the first two paragraphs above are 1980 Preliminary Census data for specific tracts; the revised data have not yet been officially released by the Federal Census Bureau. Much of the preliminary data has been under litigation because of alleged inaccuracy of counts (Peter Groat, Senior Planner and Project Manager of 1980 Census Local Review, Department of City Planning, telephone conversation, 8 December 1980). The 1970 Census data cited in the third paragraph above is no longer accurate. This Final EIR relies upon recent (1980) data compiled in Tenderloin RAP area surveys conducted by the Department of City Planning, Public Response Associates, and others. Data sources are discussed in the Response under Impact Area of Analysis / Sources of Socio-Economic Data, p. 231 - 232).

The total number of residential units in the Tenderloin RAP area, and the number of residential hotel units in the Tenderloin RAP area, are given in the first paragraph of the Housing Characteristics subsection in the COMMUNITY CHARACTERISTICS Environmental Setting section, p. 30c. Rents are discussed in the first two paragraphs of the Rents subsection, p. 30e.

Housing Authority-owned and federally-subsidized buildings would be protected from substantial rent increases and tenant relocation. Subsidy programs and the percentage of residential hotels participating are discussed in the third paragraph of the Housing Characteristics subsection in the COMMUNITY CHARACTERISTICS Environmental Setting section, p. 30f.

Summary of Comment 67, 99(c) and 101(d), 107(a), 235(a), : The EIRs should address the impacts on housing in the two-block area around the proposed hotels. How many units will be affected and how many of these units are low-cost housing units?

Response: Numbers of housing units in the Tenderloin area around the hotels and rents paid for them are discussed in the Housing Characteristics and Rents subsections of the COMMUNITY CHARACTERISTICS Environmental Setting section, pp. 30c - 30g. The two-block area of impact mentioned is contained within the Tenderloin RAP area (see Figure 14A, p. 30a). Reasons for the choice of the Tenderloin RAP area as the analysis area are presented in the Response under Impact Area of Analysis / Sources of Socio-Economic Data, pp. 231 - 232.

Possible impacts on these Tenderloin RAP area units include rent increases and conversion to tourist use. These impacts are discussed on pp. 70a - 70f. It is not possible to predict the exact number of units that would be affected (see Indirect Economic Effects, p. 104).

Summary of Comment 170(a) partial: Because of the loopholes in the city's rent controls which allow rent increases with changes in tenancy, rents will rise even more than they have throughout the City.

Response: Rent increases in the Tenderloin RAP area have averaged approximately 3% per year over the last three years. This rate is roughly half the rent control ceiling of 7% per year, which did not go into effect until 15 April 1979. Forces other than rent control appear to have kept Tenderloin rent increases small, including limited tenant income and the Tenderloin's comparatively low property values (see the first, second and third paragraphs of Rent Increases subsection p. 70a).

Summary of Comment 110.: The numbers and names of apartments and residential hotels should be included, as well as the number of units that this represents.

Response: The Tenderloin RAP area (see Figure 14A, p. 30a) contains approximately 92 apartment buildings and 57 residential hotels, according to a Public Response Associates March 1980 survey. The Housing Characteristics subsection (pp. 30c to 30e) discusses the number of units these buildings contain, the condition of the buildings, and vacancy rates. The names, addresses and number of units of each Tenderloin RAP area hotel are in a list available for public review at the Department of City Planning, Office of Environmental Review. Apartment buildings in the Tenderloin have not been surveyed as extensively as have the hotels; a similar listing for apartments is not available.

Residential Hotel and Apartment Conversions

Summary of Comments 135.R, 241 partial and 242: There are some errors in that section regarding the residential hotel conversion moratorium and proposed ordinance. The EIRs need to address the residential hotel conversion moratorium ordinance and include information regarding:

1. Inadequacies of the hotel conversion moratorium.
2. Current status of moratorium ordinance.
3. Recent Planning Department studies.
4. More data on residential hotels.
5. Data on conversion of hotels around the Hilton since its construction.

Response: Information on pp. 67 and 69 has been revised and updated in the expanded COMMUNITY CHARACTERISTICS section. Topics numbered one through four above are discussed in the first three paragraphs of the Residential Hotel Conversions subsection on p. 70a. See also the Response under UDAG on p. 196. No known reliable data exist on the conversion of hotels immediately around the existing Hilton Hotel since its construction in 1963. Existing residential hotels and other residential uses surrounding the Hotel Ramada are shown in Figure 14 on p. 28.

Summary of Comments 13, 129, 130, 202.R(a) and 241 : The residential hotels conversion moratorium ordinance has not been effective in preventing conversion of these residential hotels to tourist units.

VIII. Summary of Comments and Responses

1. Tenants have been asked in subtle ways to move to tourist lodgings.
2. Three studies show that last year at least 30% of the residential hotel units in the Tenderloin converted to tourist units in violation of the law.
3. More than 20 hotels have been illegally converted during the moratorium.

Response: Item 1 is correct. These "subtle ways" have been categorized as "acts of conversion" and made illegal by the new permanent residential hotel conversion ordinance. "Acts of conversion" against tenants include, but are not limited to, harassment, reduction of services, eviction, withdrawing safety measures, locking out tenant by changing locks, demolition or gutting of the building, moving tenants to other units within the building, and changing terms under which rent is paid (for example: changing monthly rent to weekly rent). Under the new ordinance, tenants may sue owners committing any of these acts. The hotel conversion ordinance is discussed in the second, third and fourth paragraphs of the Residential Hotel Conversions subsection, pp. 70b - 70d.

Regarding Items 2 and 3, residential hotel units have been converted since the moratorium went into effect in late 1979. Estimates of numbers of units vary. The three studies mentioned are: 1) Lutheran Care for the Aging, October 1980, "Housing Resources for Senior Citizens in San Francisco"; 2) ILS Consultants, "Residential Hotel Conversion in the Tenderloin: Trends, October 1980"; and 3) North of Market Planning Coalition / Argyle Tenants Association, October 1980, untitled.

The Lutheran Care for the Aging study surveyed 30 residential hotels and found that over five months in 1980 about 1,700 residential units had been converted. ILS consultants observed a sample of 22 residential hotels for indications of conversion such as advertising rooms and cosmetic improvements to facades; they tentatively concluded that 32% of residential hotels in the Tenderloin had converted some rooms since 1978. The North of Market Planning Coalition / Argyle Tenants Association conducted an informal survey in a "greater Tenderloin area" of undefined boundaries; they claimed a conversion of about 2,400 units during 1980. The new Residential Hotel Ordinance would be retroactive to 23 November 1979. Residential hotel owners who have converted rooms since that date could be sued under the provisions of the ordinance. Residential Hotel conversions and the moratorium are discussed in the first paragraph of the Residential Hotel Conversion subsection, p. 70a.

Adult Entertainment and Prostitution

Summary of Comment 167(q): Because of the possibility of increased pornography due to the influx of tourists staying at the hotels, the project sponsors should support the consolidation of adult entertainment establishments into an "erotic block".

Response: The City Planning Code, Section 221(k), p. 114, allows "adult entertainment enterprises," as defined in the Code, as permitted uses in all City zones. It stipulates, however, that no adult entertainment enterprise be located any closer than 1,000 feet from the premises of any other adult entertainment enterprise. This section of the Code was revised by the Board of Supervisors in 1976. Section 221(k) was established for the specific reason that adult entertainment enterprises should not be grouped together in San Francisco. Changing the City Planning Code in order to allow an "erotic block" is unlikely (Robert Feldman, Planner, City Planning Department, telephone communication, 19 November 1980).

According to the Police Department, the consolidation of adult entertainment onto an "erotic block" would create greater enforcement problems than would the same number of enterprises diffused throughout the City. Such concentrations would provoke relaxed standards for the entire block and would cause it to act as a crime magnet (James P. Shannon, Deputy Chief of Police, Administration, Police Department, personal interview, 26 November 1980).

The Chief of Police is responsible for the reviewing, granting, or revoking of all adult entertainment permits in San Francisco. The Chief of Police is also responsible for the enforcement of laws concerning pornography. Before any permit is considered, the Permit Bureau of the Police Department conducts a survey of the neighborhood to determine attitudes toward the particular adult entertainment enterprise proposed. A public hearing date is set, and the enterprise itself is required to post notice of the hearing at least ten days prior to the set date. Any concerned parties may also write comments to the Chief of Police. The survey results, all hearing comments and all written comments are attached to the adult entertainment enterprise's permit application, and are considered by the Chief of Police. Permits, if issued, are issued for the life of the business, subject to a yearly fee, and subject to review if a law is broken on the premises (Officer Lamont Suslow, Permit Bureau, Police Department, telephone communication, 19 November 1980).

Summary of Comments 32, 42(b) and 207: In our neighborhood, there are 43 houses of pornography. What effect does that have on the people? There is prostitution in the hotels, especially the smaller hotels.

Response: The area of the Tenderloin probably already contains the maximum number of adult entertainment establishments allowed by zoning, so that even if the demand existed, no more of these enterprises could enter the area. There are procedures by which concerned citizens may express their views during the permit process (see the preceding Response).

No statistics are available on prostitution within specific hotels nor within reporting areas (plots). However, larger hotels, because of their security personnel, are more effective in reducing this type of activity than smaller hotels which do not maintain in-house security (Lt. Philpott, Vice Crimes, San Francisco Police Department, telephone communication, 29 December 1980). Prostitutes are more likely to patronize smaller hotels because of less expensive rates. According to Officer Libert and

Lt. Philpott of the San Francisco Police Department, smaller hotels are more likely to accept this business because the income would be a larger percentage of their sales than for the quality hotels (telephone communications, 29 December 1980).

Social Services

Summary of Comments 78(b), 80(b), 159 (b),(e) and 201.R(e)(f): The number and names of existing low-cost residential-oriented services should also be considered. Mitigations for social costs and to compensate for the loss of community (social) services are not presented in the EIRs. You have a responsibility to make sure that there are community facilities for the people in this community. Construction and operation of the Hotel Ramada and Tower No. 2 would not directly or indirectly cause the loss or displacement of any social services in the Tenderloin.

Response: A list of social services available to all Tenderloin residents is contained in the Neighborhood Characteristics / Social Services subsection, pp. 30g - 31. Existing needs for social services are discussed on p. 30h. Social costs of cumulative hotel development are discussed in Social Costs, p. 104d.

Summary of Comments 84 (b) and 163 (i): With extensive displacement, city-funded services are less efficient and often decreased; in particular, there is often a loss of support services for senior and the physically and psychologically handicapped.

Response: None of the three proposed hotel developments would displace any residents or housing from the project sites. The hotels would contribute to generalized pressure for development and rising land values in the eastern Tenderloin. To the extent that these factors would cause increased rents or the demolition or conversion of residential units, the hotels would contribute to the indirect displacement of residents. Such displacement, should it occur, would not be expected to be extensive because the newly adopted residential hotel and apartment conversion ordinance would make conversion or demolition of residential units difficult; rents for permanent residents are controlled by the rent control ordinance. For these reasons, it is not expected that city-funded services for seniors and the handicapped in the Tenderloin would be lost or allocated less efficiently.

Summary of Comments 71, 147 (b) partial and 201.R(e): EIR needs to describe the community services and to address the loss of these services and the effects on the need for a community facility that serves the people of the area and who pays for it.

Response: Community services that are provided to Tenderloin residents have been discussed in the Neighborhood Characteristics/Social Services subsection of the TENDERLOIN COMMUNITY CHARACTERISTICS setting section, pp. 30g - 31. This section includes a discussion of the special needs for community services in the Tenderloin.

Summary of Comment 72: There is nothing in the EIR about using meeting rooms in the hotels for community meetings.

Response: The San Francisco Hilton Hotel and Tower has a policy of not booking meeting rooms for community affairs. As a convention hotel, the Hilton utilizes most of its meeting space on a continual basis in service of its convention-goers, who tend to reserve meeting space for more than one event and to reserve it several months in advance. The Hotel Ramada expects to also reserve most of its meeting rooms for conventions at the hotel. Meeting rooms for community affairs are currently available in the Tenderloin at such places as the Glide Memorial Church.

Social, Psychological and Health Effects

Summary of Comment 27: The effect that the speculative rise in prices is having on the death rate of the elderly in the area is alarming.

Response: Speculation in the Tenderloin is discussed in the Response under Increased Property Values and Rents, Speculation, pp. 47c - 47d. It is likely that increased pressure or hardship on the elderly causes adverse health effects. Adverse health effects could also result when increases in rent that are not matched by increases in income reduce the disposal income the elderly have to spend on food, clothing and medical care. No reliable data exist, however, to establish a correlation between price rises and the death rate. The impacts on the elderly of relocation are discussed in the sixth paragraph of Residential Hotel Conversions, COMMUNITY CHARACTERISTICS Environmental Impacts, p. 70d.

Summary of Comment 163(h): Many residents of the Tenderloin, especially seniors, survive through long-established networks of mutual aid and assistance. When residents are required to move, these relations are disrupted and often destroyed.

Response: The impacts on the elderly of relocation are discussed in the sixth paragraph of the subsection Residential Hotel Conversions, p. 70d.

Refugees in the Tenderloin

Summary of Comments 17(a)(b), 19, 20(b), 21, 22(a)(b), 23, 24 and 26: The Tenderloin is a core neighborhood for refugees. What do increased property values mean for them? Refugees working at minimum wages are living 6 to 10 people in a studio or one-bedroom apartment renting for \$300 to \$400 per month. As rents increase, overcrowding will become worse. Many families or relatives will have to move to distant neighborhoods. The feelings of isolation and depression will grow. Add to this the effect of noise, disruption, visible scarring on refugees already battered lives. Let's not prevent the refugees from building new lives by creating new hardships and by tearing up families.

Response: Overcrowding of refugee facilities averaging five to six members into single-room units in the Tenderloin is discussed in the Refugees subsection p. 30e. Rent increases are discussed in the Rent Increases subsection, p. 70a. The effects of relocation on refugees in

the Tenderloin are discussed in the seventh paragraph of the Residential Hotel Conversions subsection, p. 70d.

Preservation of the Tenderloin as a Low-Income Neighborhood

Summary of Comments 165 (a), 262 (b)(c) and 248.R (b): Continued unchecked expansion of the luxury hotels westward would cause the loss of tens of thousands of low-cost housing units and disrupt an entire community of people, many of whom have been living here for decades. How will the goals and purposes of the Neighborhood Strategy Area be impacted by the new hotels?

Response: Cumulative development of the proposed hotel developments would contribute to economic pressures on the low-income housing resources available in the Tenderloin. Discussion of this issue is contained in the Preservation of the Tenderloin as a Low-Income Neighborhood subsection in the COMMUNITY CHARACTERISTICS Environmental Impact Section, p. 70f.

Mitigation Measures

Summary of Comments 3, 47, 167(g) partial and 168: We are asking for compensation to be in the form of renovation or construction of a building to house Tenderloin youth. Conservatively estimated, 500 to 1,000 homeless youths are on the streets every night while only 10 beds are available in San Francisco for these people. The Tenderloin is in need of temporary and short-term emergency housing.

Response : The Hotel Ramada project sponsor would participate in a UDAG \$10.4 million rehabilitation program for low-income residential hotels in the Tenderloin neighborhood (see the Response under UDAG, p. 196). This program would be administered with the participation of a non-profit neighborhood corporation, which could provide for some of the needs of the transients and the homeless youths through the program. Since the suggested measure would not mitigate any impact attributable to the project, it is not proposed.

Summary of Comment 260: In the Community Concerns section, it is mentioned that a list of possible mitigation measures was presented by the North of Market Planning Coalition to the developers. However, in the section on Mitigation Measures virtually none of these are included, even as measures proposed and not accepted by the developers.

Response: The EIR does not state that a list of possible mitigation measures had been presented to the project sponsors. It is stated on p. 154 that such a list had been prepared by the North of Market Planning Coalition. When the list was received by the report preparers it was forwarded to the project sponsors, and was being reviewed by them at the time of the publication of the DEIR. Additional measures have been developed in response to comments received on the EIR and added to it in this document (see Table 26, pp. 152-162).

UDAG AND THE RESIDENTIAL HOTEL AND APARTMENT CONVERSION ORDINANCE

Summary of Comments 134.R, 139.R, 157, 172.R and 202.R(b): The paragraph about the UDAG program on p. 24 of the Ramada EIR should not be a part of the project description, but should be elsewhere in the EIR. On pp. 69 and 70, the UDAG proposal is referred to as a means of preserving the low-cost residential character of the area. It may, however, be a gentrification tool. The statement on p. 69 that "the grant may be made only in conjunction with private investment in the area; this is provided by the proposed Hotel Ramada ..." does not explore the possibility that the grant can be obtained by projects other than the proposed Hotel Ramada. What is the current status of the UDAG application? Has it been rejected?

Response: Reference to the UDAG program on p. 24 of the Ramada DEIR has been deleted from the Project Description. The grant application, described on pp. 69 and 70 of the Ramada EIR, was not "turned down" by HUD; rather it was returned for revisions and, subsequently, a \$2.66 million grant was received preliminary approval from HUD in December 1980. Although other projects could participate in the program, only the Hotel Ramada has actually chosen to participate through a direct loan of \$1.1 million. It is possible that rehabilitation of residential hotel rooms under the UDAG program could contribute to gentrification. This would depend upon the criteria for the selection of tenants, which would be determined by the non-profit corporation, the City and neighborhood groups who would form the tenant selection committee under the current agreement (for further discussion of gentrification, see Note/20/, p. 48b).

The last paragraph on p. 67 and the paragraphs on p. 69 of the Hotel Ramada EIR have been revised to update the status of the conversion moratorium and the UDAG application.

Summary of Comment 230: The EIR was in error in citing results of the 453 responses to the postcard survey as showing local residents' support for the UDAG proposal. What that survey did show was support for the hotels themselves to provide funds for low-income housing in the community.

Response : The second sentence in the fourth paragraph on p. 151 of the Ramada EIR has been changed to read: "From 453 responses, the greatest proportion, 77%, favored the provision of low-cost housing, 70% favored increased security, 64% desired low-cost meals and 51% thought neighborhood jobs should be provided." A summary of the results of the survey is contained in a letter dated 12 November 1980 from Helen Bean and available for public review at the Department of City Planning, Office of Environmental Review.

COMPREHENSIVE PLAN

Elements of the Plan

Summary of Comment 203.R: The EIR claims the Hotel Ramada would meet Objective Number 7 of the Commerce and Industry Element of the City's Comprehensive Plan: "the City should encourage additional visitor-oriented

facilities to locate in those areas where visitor attraction and businesses and convention facilities are at present time primarily concentrated." The project area is a residential and resident-serving business center.

Response: The project site is one-half block from the Powell Street Cable Car turntable, one of the areas most visited by tourists in San Francisco. It is also one-half block from the Visitor Information Center operated by the Convention and Visitors Bureau in Hallidie Plaza. The project site is diagonally across an intersection from the Hilton Hotel, a major convention and tourist facility.

ZONING

Floor Area Ratio

Summary of Comments 219.R and 220.R: Indicate on p. 2 and p. 72 the expected FAR of the full project with bonuses.

Response: The following has been inserted on p. 2 and p. 72: "The Floor Area Ratio of the proposed project would be about 14.7 to 1." The following has been inserted preceding the last sentence on p. 176 of the EIR: "The FAR of the alternative design would be about 15.9 to 1. The FAR of the alternative design with bay windows and surface changes would be about 16.6 to 1."

Planned Unit Development

Summary of Comment 173.R(a): The report does not state that an application for the project under a Planned Unit Development Conditional Use procedure (Planning Code Sections 303 and 304) would not qualify under both historical and past legal concepts. Condition 1, quoted on p. 71 of the EIR, is not applicable when the design, as in the present case, is such as to basically destroy an existing business. Condition 2, quoted on p. 71 of the EIR, is clearly not applicable inasmuch as that condition has been interpreted to relate solely to public buildings and facilities. It was not the intent of the Master Plan that this condition would be available for private buildings or enterprises.

Response: Page 71 of the EIR refers to and describes, by quotation, the two kinds of situations where special exceptions to the bulk limits of the Planning Code may be granted by the City Planning Commission in accordance with Section 271(a) of the Planning Code. It is the project sponsor's contention that the first described situation applies to the project and it is in part the basis for the Conditional Use application that has been filed in this regard (CU 80.238). See the Response to Sunlight and Shadow comments on p. 199 concerning the existing business, i.e., the apartments at 124 Mason St. and the Olympic Hotel. The second stated situation or reason for consideration of an exception to bulk limits is not used as a basis for the Conditional Use application. The first paragraph on p. 71 of the EIR has been amended to reflect this distinction more clearly, by the addition of the following: "Although not applicable to the proposed

project, it should be noted that Section 271(a) 2 of the Planning Code is not restricted to publicly owned buildings."

Summary of Comments 173.R(b) and 204.R: The project developers have asked that the hotel be classified a Planned Unit Development when considered for the Conditional Use Authorization. A Planned Unit Development must be a project "which will benefit the occupants, the neighborhood and the City as a whole. In cases of outstanding overall design complementary to the design values of the surrounding area, such a project may merit a well reasoned modification of certain of the provisions contained elsewhere in [the] Code" (Planning Code Section 304(a)). Nothing in the EIR shows the benefit to the neighborhood and its residents. It is hard to visualize how a project that will in fact destroy the present light, air and sun of citizens residing in 124 Mason St. and the Olympic Hotel can be construed as a "better design" or "design complementary to the design values of the surrounding area."

Response: The EIR fully describes the project as proposed, the impacts of the project, and the mitigation measures incorporated into the project or under consideration. Included among aspects of the project described are the restoration of vacant portions of the site to productive use, compliance with Objective 10 (formerly 7) of the Commerce and Industry Element of the Comprehensive Plan to enhance San Francisco's position as a national center for conventions and visitor trade, and various aspects of the project in relation to nearby residential and commercial uses. These are covered in sufficient depth to enable decision makers to form a judgment concerning the eligibility and suitability of the project to qualify as a Planned Unit Development. The EIR does not make recommendations about whether the decision makers should vote for or against qualification as a PUD.

Mitigation Measures

Summary of Comments 167(h) and 167 (l): The hotel projects would increase the density in the area and reduce sunlight. Therefore, limitations on height and the number of units should be imposed. Additional space should be provided between the Holiday Inn and the Maria Manor in order not to close off second-floor windows.

Response: The Hotel Ramada would increase the density of development in the eastern Tenderloin. The Floor Area Ratio (FAR) of the proposed project would be about 14.7 to 1. The proposed design would conform to the Planning Code height limitations on the site. Figures 27, 18 and 29 on pp. 86, 87 and 88, respectively, in the Ramada EIR, show the shadow effects of the Hotel Ramada (see also the second and third Responses under Sunlight and Ventilation, p. 200). It is the intent of the project architect to design a project of "outstanding overall design," thus meriting modifications of certain provisions of the City Planning Code as provided for in Section 304(a). The project sponsor is not receptive to decreases in height or number of units.

A study under way by the Department of City Planning has as one of its objectives an effort to "foster transitional scaled buildings around the cluster of highrise hotels now in planning near the Hilton Hotel to avoid

a sharp contrast in scale through the creation of an intermediate height zone around the cluster" (Department of City Planning, September 1980, Approaches for Resolving Issues of Downtown Conservation and Development). Revisions in permitted heights and floor areas throughout the Downtown area are also under study by the department and will be analyzed in the Master Downtown EIR to be prepared during 1981.

The Hotel Ramada project sponsors do not exercise any control over the space to be provided between the Maria Manor and proposed Holiday Inn (see EIR EE 79.283 for information specific to that project).

URBAN DESIGN AND VISUAL ASPECTS

Sunlight and Ventilation

Summary of Comments 53.R, 176.R, 177.R, 194.R and 195.R: The project would take away the light, the sun, the view and the air from the Olympic Hotel and 124 Mason St. The project should be set back to allow for reasonable sun, light and air. Nowhere does the EIR demonstrate that the residents of the now existing property would be subjected to the dehumanizing and humiliating prospect of having the users of the Hotel Ramada sundeck peering directly into their private living quarters. This impact should be analyzed. The sundeck should be redesigned to eliminate any "zoo" effects.

Response: The Olympic Hotel and 124 Mason St. are built up to their side property lines. They each contain windows on the side property line above the rooftop height of buildings which were formerly adjacent to them. Such windows are prohibited by the San Francisco Building Code unless they are not required for light and air and there is a written consent by the owner of adjoining property recorded against the deed. The proposed project would have its base building on the property lines up to a height ranging from approximately 56 ft. to 64 ft. Windows below that height would be walled off; above that height, property-line windows would look out on the landscaped roof of the base building (see Figure 9, p. 19), provided the project sponsor assented to the continuance of those windows. A similar situation would prevail at the rear (eastern property line) of each building, modified by the existence of some apparent "rear yard" area of the existing buildings. Guest-room windows in the proposed hotel would be 40 to 45 ft. from the property lines.

Most of the landscaping on the roof of the base building of the proposed hotel would be for the purpose of providing a visual amenity. The project sponsor has agreed to eliminate the proposed sundeck. All references to it have been deleted from the EIR. There would be no access to the roof of the base building other than for maintenance purposes.

Summary of Comments 131.R and 198.R: The Hotel Ramada will shade the Maria Manor, a residential building, most of the day during most of the year. The EIR does not mention this, nor is mitigation for this proposed. It does not mention shading any residential buildings.

Response: The Hotel Ramada would shade the Maria Manor, which faces the site directly north across Ellis St., during the late morning, noon and early afternoon hours for most of the year (see Figures 27, 28 and 29, pp. 86 - 88, showing the shadow effects of the proposed project, the location of residential buildings surrounding this site is shown on Figure 14 on p. 28). Moving the tower elsewhere on the site to avoid casting shadows to the north is not possible because the southern portion of the site is in a lower Height and Bulk District and two existing residential buildings to be retained are located on the western frontage of the site block. The project tower would have to be reduced in height to about five stories (about 65 ft.) to avoid shading the Maria Manor for most of the year.

Summary of Comments 165(b) partial and 165(n) partial: According to the EIRs, the three hotel projects would increase shadows on sidewalks and Hallidie Plaza, making the area less livable.

Response: Shadow effects are described on p. 85 and shown in Figures 27 - 29, pp. 86 - 88, respectively. Since the Hotel Ramada would be 320 ft. high on the Ellis St. frontage, higher than the low-rise buildings existing on the site, shadowing of sidewalks would be increased (see also the preceding Responses). A portion of Hallidie Plaza would be shaded in the early evening in June as stated on p. 163.

Wind

Summary of Comments 54.R, 55.R, and 178.R and 264(d) partial: Normally the winds are from the northwest and west, but storm winds come from the south. The EIR does not include discussions of tests of the storm winds from the south showing what effects the proposed hotels are going to have. We are talking of an area where people are aged and infirm and they are the ones who have to cope with this. Example of wind effects on pedestrians can be experienced at 450 Golden Gate Ave. and Hayes and Polk Sts. Although the EIR contains some analysis of the cumulative effect of the Hilton and Holiday Inn projects, it does not analyze circumstances where either or both of the other projects is not built.

Response: In examining the comfort of pedestrians, the two most frequent winds -- the northwest and the west -- are of critical importance. South winds are typically the maximum winds experienced in San Francisco and are strongly correlated with periods of rain. Wind tunnel tests to determine levels of comfort would be of limited value as outdoor areas can be assumed to be uncomfortable in the rain and few people would be attracted outdoors under such conditions.

Peak winds are important, however, in assessing public safety. Elderly people are particularly vulnerable to buffeting by the wind. Viewed from the south, the proposed Hotel Ramada consists of an L-shaped tower atop a 55- to 70-foot base. The highrise is set back twice along the east leg of the "L". According to Donald Ballanti, Consulting Meteorologist, such a design does not present a wide, flat face to the wind, a situation known to generate strong winds. Because of the set-backs and because the tower is located on a low, wide base, wind accelerations (which are most strong

near tower bases) would occur well above street level. In summary, the project's design would not be expected to generate strong ground-level wind accelerations for a south wind direction, and would not be expected to cause unsafe wind conditions for elderly pedestrians.

If the Holiday Inn site were not developed there would be a slightly greater intensity of northwest winds experienced at some points on the Hotel Ramada site. The Hilton Hotel and buildings to the north would serve as a barrier, reducing the natural intensity of such winds (Donald Ballanti, Consulting Meteorologist, letter communication, 26 November 1980).

The intersection of Hayes and Polks Sts. and 450 Golden Gate Ave. are too distant from the sites to experience changes in wind patterns due to these proposed hotel developments.

Summary of Comments 165(b) partial, 165(n) partial: According to the EIR's the three hotel projects would increase winds, making walking difficult for elderly residents.

Response: Wind tunnel tests of the hotel projects were conducted for west and northwest wind directions, the most frequent wind conditions in San Francisco. The results of the tests are shown in Appendix C, pp. 273 - 285. The changes in pedestrian-level winds are described on pp. 85, and 89 - 90. Wind speed ratios would be reduced at some locations and increased at others as described. The only location where wind speed ratios would be raised to the moderate to moderately high range from a lower designation would be at Eddy St. and Fifth St. North (see also preceding Response).

Architecture and Facade

Summary of Comments 62.R and 196.R: As the Olympic Hotel and 124 Mason St. are going to remain, the materials that are used on the Hotel Ramada should be compatible with them.

Response: The proposed building would be of cast stone. The stone would have a light hue. The two existing buildings have concrete walls and are stuccoed on the Mason St. facades. They are painted white at present and are thus lighter and brighter than the proposed hotel structure would be.

Summary of Comment 65: I find the statement in the EIR that there will be an architectural improvement to be cynical. Both the Hilton and the Ramada leave a lot to be desired in terms of architecture.

Response: Neither the Hotel Ramada nor the Tower No. 2 EIR contains the statement that the subject project would be "an architectural improvement" over existing development on the site. This would be subjective judgment and, under the City's "Format and Guidelines for Preparing an Environmental Impact Report," such judgments are reserved for the reader. The Tower No. 2 site is vacant. It is stated on p. 74 of the Tower No. 2 EIR that "Architecturally, the proposed tower would be similar in scale and style to the existing Hilton development on the site and the hotel

development proposed for the adjacent blocks to the east and southeast... It would be generally larger in scale than, and different in character from, existing older development in the blocks to the south, west and north." The Hotel Ramada site is occupied by a parking lot, shoeshine stand, Fotomat kiosk, cocktail lounge, adult bookstore, unoccupied buildings damaged by fire and a vacant excavated parcel. These would be replaced by the proposed structure. As stated on p. 73 of the Ramada EIR, "Architecturally the proposed Hotel Ramada would be generally similar in character and scale to the proposed Hilton Tower No. 2... and the proposed Holiday Inn... It would be in contrast, however, with the smaller scaled, four- to 12-story buildings in its immediate vicinity..."

The design of the projects has been reviewed by the urban design staff of the Department of City Planning and will be reviewed and modified further as detailed plans are developed. Suggestions and modifications recommended by the staff, such as balancing the height of the Eddy Street facade of the Hotel Ramada with the Bank of America Building at One Powell Street, and locating the entrance of the Hilton Tower to facilitate overall circulation, are reflected in the plans described in the EIRs.

Summary of Comment 66: The monumental facades of the proposed hotels tell you to keep out unless you are part of that hotel's clientele. This will not make residents and employees in the neighborhood feel they are welcome.

Response: The facades as depicted and described are considered by the project architects to be appropriate to the nature and purpose of the projects. They make no pretense of being facades of anything but visitor hotels and meeting centers.

Visual Aspects

Summary of Comment 141.R: In the Hotel Ramada EIR, Figures 25 and 26, on pp. 77 and 78, showing long-distance views are unclear.

Response: In order to make the outlines of the proposed hotel structures in Figures 25 and 26 more visible, the base photograph in the Final EIR will be sepia-toned and the outlines of the hotel projects will be in black. The effect will be similar to that in Figures 23 and 24 on pp. 75 and 76, respectively, of the Five Fremont Center DEIR (EE 80.268).

Summary of Comment 167(k): The hotel projects would result in a loss of open space. Therefore, the hotel project sponsors should assist in development of a neighborhood park by providing supervision and security, technical assistance and funds for development. The sponsors should also provide landscaping around the hotel sites, exterior access to public gardens in the Hotel Ramada, and hotel designs that would be attractive to the pedestrian.

Response: The "open space" that would be lost due to development of the Hotel Ramada is currently a parking lot. No park or recreation area would be removed. The landscaped area on the roof of the base building of the Hotel Ramada would not be accessible, other than for maintenance purposes, and the sundeck has been eliminated from the proposed design. The measures suggested for development of a community park and public access

to the landscaped area on the roof of the base building would not mitigate any impact of the project and so are not proposed by the project sponsors. The design of the hotel is intended by the project architects to be attractive to pedestrians (see p. 74). A comprehensive street-tree planting and maintenance program around the hotel site has been proposed as part of the project (see p. 154).

ARCHITECTURAL RESOURCES

Summary of Comment 224.R: Appendix B: Remove all references to the term, "Structures of Merit". A simple description of the Listing of Architecturally and/or Historically Important Buildings Downtown is revelant.

Response: The last two paragraphs in Appendix B have been revised as requested.

On Figure 17 on p. 36, Note **, the words "Structures of Merit (May 1980)" have been deleted and replaced with: "Building included in Listing of Architecturally and/or Historically Important Buildings. See Appendix B."

CULTURAL AND HISTORIC ASPECTS

Subsurface Resources

Summary of Comment 153.R(a): The document fails to conclusively establish the nature, location, significance, or existence of subsurface archaeological resources within the potential impact area. Therefore, the prescribed mitigation measures are premature and may result in unnecessary damages to resources present.

Response: The EIR identifies the site as a sandwaste in 1852 and fully built by 1868 (p. 39). The 1899 Sanborn Insurance Maps, updated to 1905, indicate that, before the earthquake and fire destroyed all buildings on the site, it was occupied by hotels, lodging houses, restaurants and ground-level retail uses. Most of the buildings, which ranged in height from two to eight stories, had single-level basements. Buildings built after the 1906 fire were similar in purpose except the Tivoli Theater. The basement depths are reflected by the subsurface level of the existing parking lot, except where filling may have occurred to bring various parcels in the lot to a uniform level.

Excavation of the site before project approval, not required by law, was considered infeasible by the project sponsor. The site is partially occupied by vacant buildings and demolition permits are not granted in San Francisco when a project is under review. The parking lot is a commercial use serving a public purpose and would be disrupted or made inoperable by test borings. Under the circumstances, and with the mitigation measures included in the project, the archaeological measures proposed are considered adequate and complete by the Office of Environmental Review under criteria described in National Helium Corporation v. Morton, 486 F 2d 1004 as quoted in San Francisco Ecology Center v. City and County

of San Francisco, 48 CA App. 3d 584. (See the Response on Mitigation Measures below).

Historic Aspects

Summary of Comment 154.R: The EIR fails to identify the significance of the structures mentioned in the statement "by 1868 the site was fully developed with low rise buildings." The determination of significance of the Tivoli Theater in this case appears to have been made without an assessment of adjacent buildings or set criteria for evaluating significance.

Response: The purpose of the first quoted statement on p. 39 of the EIR was to point out that, whereas the site was barren sand in 1852 when the waterfront area was a center of urban activity, it was fully developed by 1868. The second Tivoli Theater and Opera House was built in 1904 diagonally across from the site (at the southwest corner of Mason and Ellis Sts.), and was rebuilt on the project site after the earthquake and fire. It was a noted facility in the contemporary San Francisco theater scene. It has become a noted facility in the history of San Francisco theater and, consequently, in the history of San Francisco (Edmond M. Gagey, 1950, The San Francisco Stage, A History, based on annals compiled by the Research Department of the San Francisco Federal Theatres Columbia University Press). Buildings surrounding the site and vicinity were predominantly hotels and lodging houses interspersed with uses of sufficient prominence to be noted by name in the 1899 Sanborn Insurance Map, updated to 1905, which are described in the preceding Response.

Mitigation Measures

Summary of Comments 153.R(b), 155.R and 156.R(b) partial: As the resource under discussion is by nature underground, it is appropriate that subsurface archaeological testing be conducted to identify and assess it. The statement "assuming that this [proposed excavation] is deeper than the basements of some or all of the buildings previously on the site, there is a possibility that artifacts of historic value would be found" is hypothetical without a discussion of the depth of historic basements or their contents. As there is no evidence in the EIR of past site disturbance, and indications are that potentially significant subsurface resources exist within the impact area, the requirement for a detailed identification of these resources become evident. It is appropriate that a program of subsurface archaeological testing in conjunction with bibliographic research be undertaken and the resulting report submitted for review. This should allow the general public and agency decision-makers to evaluate the project and its potential for environmental damage against project benefits.

Response: The project is not a public project bound by Federal requirements of the National Historic Preservation Act, which include pre-development excavation. Past site disturbance is described on p. 39 of the EIR where it is stated that "buildings on the site were destroyed by the earthquake and fire of 1906." It follows that the site was rebuilt after the fire in the form described on pp. 39 and 40 with single-level basements. Pre-1906 buildings on the site, recorded in the 1899 Sanborn Insurance Map updated to 1905, show two-, four-, six- and eight-story

buildings. Most of the buildings are shown with a one-level basement or partial basement. The street level was devoted to retail uses in all buildings, with lodging upstairs in most buildings. The Poodle Dog Restaurant was on the site at the northeast corner of Mason and Eddy Sts. Opposite the site east of Anna Lane St. were the Louvre Restaurant and the Columbia Theater. On the west side of Mason St. between Eddy and Ellis Sts. were the Techau Tavern and the Bijou Theater.

The second sentence of the Cultural and Historic Aspects section on p. 90 of the EIR has been changed to read: "As this is deeper than the basements of buildings previously on the site, there is a possibility that artifacts of historic value would be found during site preparation."

Added to Table 26: Mitigation Measures, p. 155, under the heading Measures Rejected (and Reasons for Rejection) is the following under Cultural and Historic Resources:

Undertake preconstruction surveys, boring and trenching on the site, in response to comments. (This measure is rejected by the project sponsors since they have proceeded in the project planning in the past two years with the knowledge that the project was not subject to the National Historic Preservation Act; to undertake such work at this time would entail a delay of up to six months in initiating project construction and an added project cost of as much as \$400,000 per month due to escalating construction costs).

Summary of Comment 156.R(a): The recommended mitigation measures are inappropriate and ineffective. Assuming 'evidence of cultural or historical artifacts of significance' are uncovered by heavy equipment during construction, it is likely they have already been damaged or destroyed during discovery. It should be recognized that spatial and temporal relationship of artifacts to each other and to associated features is central to archaeology. Individual artifacts or fragments of them have small intrinsic value beyond interpreting the context in which they are found. Thus, the question arises, are construction equipment operators qualified to recognize and evaluate, on the spot, significant archaeological resources before they are destroyed?

Response: The mitigation measure included in the project would be implemented, and detailed procedures developed, when the project is fully authorized to begin. The following measure has been added to the first column of Table 26, p. 155 of the EIR, under "Cultural and Historic Resources: "When construction begins, construction personnel would be instructed by qualified personnel on precautions to be taken in excavation activities and on means of identification of artifacts or other archaeological resources, and a determination would be made concerning the extend of monitoring."

Summary of Comment 156.R(b) partial: It is also proposed "the project sponsor will select an archaeologist..." should an accidental discovery be made." What criteria will be used in this selection? Would the four-week maximum time constraint and lack of funding dissuade a consulting archaeologist from accepting responsibility for recovery and salvage? What provisions will be made for analysis and curation of recovered materials? Based on the

information lacking in the EIR, it seems unlikely that any effective preservation of archaeological resources could result from the cited mitigation measures.

Response: An urban historian experienced in San Francisco or an archaeologist recognized by the Society for California Archaeology would be selected and compensated for the effort as scoped. Consideration would be given to mutual agreement between the project sponsor and the Office of Environmental Review on an extension of retrieval time, if necessary. Recommendations of the professional historian or archaeologist, and the State Office of Historic Preservation, would be sought on methods of analysis and curation.

POLICE SERVICES

Crime Rate

Summary of Comments 28(a), 38, 133.R(a), 160(c) partial, 165(b) partial, 165(i), 200.R, 206, 238(a) partial and 238(c): When the Hilton Hotel originally opened, crime in the area increased. Reports in 1978 stated that incident reports increased with the increase of population. There will be a substantial population increase from these hotel developments. Seniors are now effectively held hostage in their apartments because they are afraid to walk in the neighborhood. Will the proposed hotels attract more crime? Will the residents be the victims of more assaults and more robberies after the hotels are built?

Summary of Comments 42(a) and 94: Building the proposed hotels would reduce crime, allowing people who live in the neighborhood to walk comfortably at night and not be afraid. Crime has decreased around the Hilton Hotel.

Response: The San Francisco Police Department has provided crime statistics for the Central and Southern Districts for the years 1962-1964 and 1968-1970. Activity in the Central District (location of the hotel sites) is compared in the table below to the Southern District where major hotel construction did not occur for the years before, during and after Hilton Hotel construction. The initial portion of the Hilton Hotel was constructed in 1963. The existing Tower was constructed in 1969. All of the proposed hotels would be located in the Central District. Data from 1962 through 1964 are unavailable by Statistical Reporting Area (Plot) so the information given for that period covers the entire District and specific information for the area immediately around the Hilton site cannot be extracted. Violent crimes include murder, rape, assault and robbery. (It should be noted that population and development density in the Central District is greater than in the Southern District, accounting in part for the difference in the total number of incidents.)

No obvious correlation exists between changes in the level of criminal activity and the construction of the Hotel and Tower in the Central District and in Plot 360, at least in the initial year of its existence. In fact, the crime rate appears to have gone up and then down in the years during and following construction. Since the same movements also occurred

TABLE A: VIOLENT CRIME IN THE CENTRAL AND SOUTHERN DISTRICTS

	Total Incidents	Violent Crimes (as a percent of total)	% Change in Total Incidents from Preceding Year
<u>1962</u>			
Central	11,902	5.5%	--
Southern	8,547	7.9%	--
<u>1963*</u>			
Central	12,266	6.2%	+3.1 %
Southern	10,050	6.7%	+17.6 %
<u>1964</u>			
Central	11,290	7.5%	-8.0 %
Southern	7,348	11.4%	-26.9 %
<u>1968</u>			
Central	18,911	9.9%	--
Southern	8,992	14.4%	--
<u>1969**</u>			
Central	20,926	12.2%	+10.7 %
Southern	10,346	13.0%	+15.0 %
<u>1970</u>			
Central	19,326	10.1%	-7.6 %
Southern	9,877	18.8%	-4.5 %

Plot 360***

	Total Incidents	Violent Crimes (as a percent of total)	% Change in Total Incidents from Preceding Year
1968	1,937	15.8%	
1969**	1,963	15.8%	1.3 %
1970	1,905	14.7%	3.0 %

*Year of construction of original portion of Hilton Hotel. Breakdowns by reporting areas were unavailable for the years 1962 - 64.

**The year of construction of the existing Hilton Tower.

***Reporting area boundaries have been redefined since 1970. Statistics were adjusted to approximate the area that is now Plot 360.

SOURCE: San Francisco Police Department

in the Southern District rate, no correlation can be drawn between the existence of the hotel and the crime rate. The contention, then, that crime increased when the Hotel was built and would increase with the proposed hotel development cannot be verified by information on file.

The Police Department does not care to speculate on the effect construction of the hotels would have on crime. Deputy Chief Shannon indicated that, in his opinion, which is not meant to reflect Department position, crimes against property could increase while crimes against persons could decrease in the immediate vicinity of the proposed hotels.

Violent Crime

Summary of Comments 35, 49, 165(g), 165(h), 166(e) partial and 238(a) partial: The two Reporting Areas containing the Hilton Hotel and Hotel Ramada sites have the highest rates of reported crime in the Central District; approximately 7% were violent. There has been an increase in the violent crimes in the Tenderloin community. The neighborhood already is a high crime area and any increase, especially in violent crimes, would be intolerable. The Tenderloin has six hundred or so violent crimes, and all increased in the luxury hotels.

Response: As stated on p. 36 of the Hilton EIR, Police Statistical Reporting Area (RA) 360, containing the Hilton Hotel, had the highest number of reported incidents in San Francisco in 1979; approximately 15% of the 3,071 incidents were violent crimes. As stated on p. 40 of the Ramada EIR, RA 362, containing the Hotel Ramada and Holiday Inn sites, had the second highest number of reported incidents in the Central District; approximately 7% of the 2,846 incidents were violent crimes. The San Francisco Police Department has prepared a listing of criminal activity in 1979 at San Francisco's major hotels (22 are listed). Violent crimes accounted for 4% of all crimes at the hotels, whereas for San Francisco as a whole, violent crimes constituted 9% of total crimes. There is no evidence, therefore, that violent crime has increased in the luxury hotels. The ratio of crimes per room at the major hotels was similar for all hotels listed in the survey, regardless of location. The major crime problems in hotels are room burglaries and thefts, which accounted for 65% of total crimes reported for the major hotels. Burglary is a serious problem for the major hotels. While the major hotels constitute a small percentage of all hotels in San Francisco, burglaries at these 22 hotels accounted for almost 40% of all hotel burglaries, indicating that this type of burglary is centered on affluent hotels and their guests. Although this would be a problem for the new hotel developments because they would be major hotels, it does not follow that residents of the Tenderloin would be subjected to more crime or more violent crime because of it.

The incidence of violent crime in the Central District in 1977, 1978 and 1979 is shown in Table B and compared to the incidence of violent crime in those year for San Francisco as a whole.

The overall incidence of violent crime in the Central District, which contains the Tenderloin, rose by 2% from 1978 to 1979. For San Francisco

TABLE B: INCIDENCE OF VIOLENT CRIME IN THE CENTRAL DISTRICT, COMPARED TO SAN FRANCISCO AS A WHOLE - 1977, 78, 79

<u>Central District</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>
Murder	33	18	21
Rape	58	88	73
Robbery	887	1,030	976
Aggravated Assault	505	567	554
Other Assault*	<u>797</u>	<u>899</u>	<u>1,041</u>
Total Incidents	2,280	2,602	2,655

Percentage Change

	<u>77/78</u>		<u>78/79</u>	
	<u>Central District</u>	<u>SF**</u>	<u>Central District</u>	<u>SF**</u>
Murder	-45 %	-39 %	+17 %	-6 %
Rape	+52 %	+9 %	-17 %	+14 %
Robbery	+61 %	+20 %	-5 %	+3 %
Aggravated Assault	+12 %	+3 %	-2 %	+8 %
Other Assault*	+13 %	+16 %	+16 %	+14 %
All Violent Crimes	+14 %	+14 %	+2 %	+ 8 %

* Included in Category II (less serious) crimes by the San Francisco Police Department.

** San Francisco as a whole

SOURCE: San Francisco Police Department Annual Reports, 1977, 1978, and 1979.

as a whole, violent crime increased by 8%. Rates for specific types of violent crimes varied, with 17% increase in murders in the Central District and a 17% decrease in rapes. For San Francisco as a whole, the rates for these crimes were a 6% drop in murders and a 14% increase in rapes. It can be said then, that certain types of violent crimes increased substantially in the Central District, and that the incidence of violent crimes in general increased in 1979. However, the overall increase was less than that for the City as a whole.

Comparison of Crime

Summary of Comment 138.R: In the Ramada EIR, on p. 40, there ought to be a comparison of crime figures in the Tenderloin with figures in other parts of the City. The crime problem there is more serious than in other parts of the City.

Response: The report states that Statistical Reporting Area (Plot) 362, covering the location of the Hotel Ramada site, has the second highest reported number of incidents in the Central District.

For comparison purposes, statistics for Plot 362 are given below along with statistics for Plot 346, bounded by Mason, Bush, Leavenworth and Sacramento Sts., for January to September, 1980. Plot 346 contains mostly residential uses, and is similar in size to Plot 362.

Plot Total Reported Incidents Violent Crimes % Violent Crime

362	2,028	165	8%
346	256	38	15%

See also the Responses on Crime Rate, pp. 206 - 208 and Police Activities below.

Police Activities

Summary of Comments 48.R and 89.R: Because of the young age of many of the residents in the Eddy/Mason area, and because of the extremely small rooms in the particular hotels where they live, the street life on the block is quite active. Such street activity is often the focus of petty police sweeps. Hospitality House, which serves many of these people on a regular basis, cannot imagine such activity would be permitted directly across the street from the Hotel Ramada, a major luxury hotel. We are concerned that police pressure on the local youth will increase.

Response: According to the Police Department, there are problems of male prostitution, theft, alcohol- and drug-related crimes and other crimes in the Eddy/Mason area (James P. Shannon, Deputy Chief of Police, Administration, personal communication, 26 November 1980). The Department does not single out these youths for attention.

The Hotel Ramada security staff would not patrol outside the hotel, so it is unlikely that the staff would harass youths across the street. The hotel would exercise no authority over police action in this area. Calls for police services from the hotel would be most likely to be concerned with hotel property.

Summary of Comments 28(b), 133.R(b), 200.R partial, and 238(b): The EIR states that no additional police protection is contemplated in spite of the poor levels of protection in the area now. It seems obvious that increased police protective services will be required.

Response: The Tenderloin has one of the highest crime rates in San Francisco. Because of this, the Tenderloin and adjacent South of Market and Western Addition areas are the most heavily patrolled areas in the City. The Tenderloin is patrolled by uniformed officers in cars and on foot, the Tactical Division (both uniformed and plainclothes), and special teams of investigators in unmarked cars. While the Department does not foresee a need for additional patrols due to the hotel developments, it has indicated that if crime were to increase after the hotels were constructed, the Police Department would take appropriate action to reduce

the increase (James P. Shannon, Deputy Chief of Police, Administration, letter communication, 23 October 1980).

Summary of Comments 50 and 92: In the City's attempts after Proposition 13 to see the tourists comfortable while milling around the hotels, the police have neglected the safety and wellbeing of the Tenderloin and its residents. The Chief of Police has been asked to reconstitute the hotel detail. This takes officers who are protecting the citizens off the street to put them in the hotels.

Response: The Hotel Detail has not been reconstituted; it has been in continuous operation. The Police Department would not patrol inside hotel buildings. Like many other divisions of the Police Department, it has been understaffed due to a hiring and promotion freeze resulting from a suit against the Police Department. This is not due to any effect of Proposition 13. The suit has been resolved and the Department is now hiring and promoting at above the historical rate. These promotions and hirings are in accordance with the terms of settlement. Two persons have recently been promoted to the Hotel Detail. These and other promotions do reduce the number of uniformed officers but are required by the settlement. The Department has doubled its recruitment effort to meet levels required by the settlement and any staff shortages would be short-term. However, these actions have not affected Tenderloin-area patrols. This area has been and will continue to be one of the most-heavily patrolled in the City (James P. Shannon, Deputy Chief of Police, Administration, personal communication, 26 November 1980).

The proposed hotels would have no authority to determine Police Department priorities. The hotels, through their security staffs, would maintain much of the responsibility for protection of their guests while on hotel property.

Police Costs

Summary of Comments 75, 166(c) partial, (e) partial 166(f): I do not understand why the Police Department cannot estimate the costs of providing police services to the proposed hotels. Although the EIR's say that crimes would increase, there is no calculation of the loss of increased security. The cost to the community could be calculated by the amount of increased property and personal loss or it could be calculated by the increased security that would be necessary to prevent additional crime.

Response: While there are costs of providing police protection to the hotels, effective security forces and measures within the hotels would lessen these costs. The cost of providing police services to the hotels cannot be reliably estimated because there are no data on which to base such an estimate. Variations in the crime rate are subject to many factors that are independent of construction activity (see Response on Crime Rate). Although exact costs of police and other services to the hotels are not known, it is not expected that the costs would be greater than the revenues generated to the City by the hotels.

Mitigation Measures

Summary of Comments 7, 148 and 167(j): If the hotels are going to increase the crime rate, special police might be required. The hotels should institute foot patrols around the hotels, hire patrol specials to walk beats in the Tenderloin and place additional street lights in the area. More money is needed for the Senior Citizens Escort Service and providing security for senior citizens.

Response: Police protection on public streets is the responsibility of the San Francisco Police Department. See the Responses on Crime Rate and Police Activities above. The Hilton Hotel currently maintains a security staff which operates within the Hotel proper and would be expanded for the proposed Hilton Tower No. 2. The guards do not carry weapons at present and the Hotel does not wish to institute the practice. For this reason the staff does not patrol outside the Hotel. Also, the Hotel does not possess the necessary authority to direct its staff to patrol outside the Hotel, as this area is part of the public domain. The Hotel Ramada would also maintain a security staff. For the same reasons as the Hilton Hotel, the Hotel Ramada would not wish to direct its staff to patrol outside the hotel.

The Hilton Hotel, proposed Holiday Inn and proposed Hotel Ramada could contract with the "patrol special" whose beat covered this particular area to patrol outside the hotel and the patrol special could hire assistants as necessary. A patrol special, as provided for in the City charter, is a private individual engaged in a limited form of law enforcement under the jurisdiction of the Police Department and meeting the regulations of the Police Code. If all three proposed hotel developments contracted for the patrol special's services, a larger area of protection would result. No authority exists for the hotels to contract for property not owned by the hotels. Residents and businesses near the hotels who wished this service would have to contract for it themselves.

Patrol specials are currently trained at the Police Academy through a program at the Community College; thus, funding is derived from taxes. Their State Commission for Peace Officers Standards and Training classification has been changed, however, and beginning in 1981 they will be required to have 400 hours of training - 40 hours a week for 10 weeks. This is substantially more than is required at present, and it is not clear at this time how this training would be funded or where it would take place. The concept of patrol specials is being challenged in court by other security service agencies as being in restraint of trade. For these reasons, the continued existence of patrol specials is not certain.

The following has been added to the third column (Measures Rejected) of Table 26 on p. 156 under "Security Impacts": "The Hotel Ramada project sponsors do not believe that the available evidence supports the contention that crime would increase due to operation of the proposed hotels against senior citizens or any other residents, and, therefore, do not propose to provide additional street lighting, the services of a patrol special, or funding for the Senior Citizens Escort Service."

FIRE PROTECTION

Summary of Comment 239: The EIR states that no new staff would be needed, but the Hotel Ramada, Holiday Inn and Hilton Tower No. 2 are primarily being built on parking lots. This must increase the incidence of fires. How would the proposed closing of fire stations be impacted by the developments? Will building new hotels simultaneously with eliminating some of the stations serving the Tenderloin decrease the protection for the neighborhood?

Response: The incidence of fires on the sites would be increased with construction of the hotels. This would be true of any development on the sites. According to the Fire Department, no additional staffing would be needed, nor would station closures affect response times to the area. The closed station (Station No. 35 on Howard St.) provided the third response engine, which will now be available to the site from other stations (Chief Robert E. Rose, San Francisco Fire Department, telephone communication, 1 December 1980). In any case, no station closures are expected to affect primary and secondary response times to the Tenderloin.

WASTEWATER

Summary of Comments 103(c), 165(b) partial, 165(o) and (p), and 240: Several street drains already consistently clog in the Tenderloin area -- for instance the corner of Jones and Eddy. This happens without the increased discharge of the new hotels and on days when it is not raining. How will this affect the street drains during storms? How much additional sewage would be dumped into the Bay during storms?

Response: According to Bernard Curran, Assistant Supervisor, Sewer Repair Section of the San Francisco Department of Public Works, street drains, or catch basins, become clogged when dirt and debris from the street are washed or blown in the basins, covering the gratings. It is this type of blockage which causes the drains to back up, not the volume of sewage or runoff flowing into the drains or sewers. Overflows due to the volume of flows occur at Bayside outfalls, not on City streets. Mr. Curran indicates that the Department can clean the basin gratings and remove the dirt and debris for proper drainage if it is notified of the problem.

The City's wastewater collection and treatment system has capacity for existing and additional dry-weather flows. It is because the system also collects storm runoff that overflows occur. Overflows of partially treated or untreated wastewater into the Bay occur when rain falls in excess of 0.02 inches per hour; currently overflows occur an average of 80 times per year from outfalls serving this portion of San Francisco. When Bayside facilities now under construction are completed and in operation, now projected for December 1982, overflows into the Bay will be reduced to a projected 10 times per year on the average.

Existing sewers would have capacity for additional flows from the proposed hotel developments; the development would not cause overflows or backups to occur at street drains in the area. Wastewater flows from the hotels would not cause the number of overflows into the Bay to increase. While

they would add to the volume, the amount of added wastewater would be negligible in relation to the total volume of flows.

SOLID WASTES

Summary of Comment 167(n): The hotels should have daily pick-ups of solid wastes and secure air-tight storage.

Response: Collections of solid wastes would occur daily at the hotels to prevent accumulation of wastes and the generation of excessive odor. Wastes would be compacted and then await pickup in the truck loading area of the Hotel Ramada. Air-tight storage would not be provided; fumes would be vented into the truck docks.

JOBS/EMPLOYMENT

Summary of Comments 40, 86 and 158: When you bring in new buildings downtown, you bring new jobs and take people off the street. A lot of these jobs in the hotels are entry-level positions, the kind of positions that a lot of people can fill, quickly train for, and be good employees. We think that since those hotels are going to be employing more people anyway, that this (seniors and disabled) is a good labor pool. We have had cooperation from the hotel union, and it will alleviate some of the other problems. The creation of these entry-level jobs is consistent with the economic development policies of the Association of Bay Area Governments (ABAG).

Response: An estimated total of 1,125 permanent full-time jobs would be created by the three hotels proposed for the eastern Tenderloin: The Hilton Tower No. 2 would create about 150 new jobs; the Hotel Ramada about 615, and the Holiday Inn about 360; these amounts do not include weekly casual and extra jobs. Seniors and disabled persons would be required for these jobs, if qualified.

As the person commenting states, the majority of these new jobs would be entry-level, low-skilled positions that would provide employment opportunities for low-income and minority residents of the Tenderloin. Increased employment in the Tenderloin could alleviate some of the crime and security problems in the neighborhood. According to C. Forester, Director of Planning for the Association of Bay Area Governments (letter communication 6 November 1980), the entry-level jobs created by the proposed hotels would be consistent with ABAG's economic development policy which calls for: "Growth of employment within the inner city where there are concentrations of unemployed or unskilled people should be given high priority (ABAG Regional Plan, 1978).

Plans proposed by the project sponsor and the Hotel and Restaurant Employees and Bartenders Union to hire and train Tenderloin residents for new jobs created by the hotels are discussed in the Response to the following comments.

Mitigation Measures

Summary of Comments 4, 5 partial, 6, 25(a), 29(a), 37, 160(e) partial, 167(e), 170(c)(d), 264(g), 265(b) and 266(a)(b): The EIR does not mention compensation to Tenderloin residents in the form of jobs. Jobs should be considered one of the two primary objectives of the Tenderloin community. Jobs and training programs should be established which will provide economic support for the residents. We strongly support the creation of neighborhood jobs for people who live in the Tenderloin. Second priority must be given to people who live in the City and County of San Francisco; these jobs should not go to people who do not live in the City. If the hotels are going to employ 150 people, at least 50 of these 150 persons should be Tenderloin residents.

A practical way to reduce the impact of the hotels is to accept the mitigation proposed by the Luxury Hotel Task Force of providing jobs and giving priority for hiring at least 50 percent of the permanent hotel positions for present residents of the Tenderloin community. Such action would encourage economic stimulation to the community, prevent greatly increased pressure on resident families, and help prevent a rise in crime rates.

We hope the unions, management, and the community can work out an arrangement which will not disrupt the union but which will provide opportunities for union people as well as management. The details of training and hiring programs should be worked out with construction unions, Local 2 of the Hotel and Restaurant Employees and Bartenders Union, Community College, Tenderloin-based community organizations, and public training programs. Local 2 has indicated that it would make a commitment to hire as many Tenderloin residents as possible. We would like the Planning Commission to consider our mitigations of funds for jobs for residents, to compensate for the negative impacts these hotels are going to have on our lives.

Response: In response to community concern registered during the EIR hearings, the project sponsors have considered the matters of minority and area preferential hiring for the construction of the hotel project. As construction manager to the owner on the project, Haas and Haynie Corporation would endeavor to assist the general contractors and subcontractors who are awarded contracts on the project to give first preference to all qualified union applicants who are residents of the adjacent North of Market community. In addition, Haas and Haynie would propose that all contractors work with the Building Construction Trades Council and the Apprenticeship Opportunities Foundation in their efforts to give preference to qualified union minority members for employment on the project. Presently, minority hiring goals vary from trade to trade, but are generally in the range of 30 to 50% of the work force. The project sponsor and Haas and Haynie plan to meet with the San Francisco Building Construction Trades Council and the Apprenticeship Opportunities Foundation to actively pursue a results-oriented program to hire residents of the North of Market community and minorities.

The following item has been added to the first column of Table 26 on p. 157, under the new heading, EMPLOYMENT: "The project construction manager would assist the general contractor and subcontractors to preferentially hire all qualified union applicants who are residents of

the North of Market community, and to work with the San Francisco Building Trades Council and the Apprenticeship Opportunities Foundation to actively pursue a program to preferentially hire North-of-Market area residents and minorities."

The proposed Hotel Ramada would provide permanent employment for over 600 people. As operator of the proposed hotel, Ramada Inns desires to fill as many positions as possible from applicants from the Tenderloin community. Many residents presently have the necessary qualifications for various positions within the hotel and many others can qualify through strong training programs at other nearby Ramada Inns during the construction of the proposed hotel. Ramada Inns presently operates a hotel at Fisherman's Wharf. Many of the employees of this hotel live nearby and were not qualified when first hired. Over two-thirds of these employees are members of minority communities, and, in the opinion of Ramada Inns, Inc., their pride, dedication and willingness to learn has helped that hotel become one of the truly outstanding properties in the Ramada Inns System of over 600 hotels. Ramada Inns recognizes the value of giving a hiring priority to neighborhood residents. It is understood that many key employment positions require strong prior industry experience. Many area residents hired for entry-level positions can be trained to qualify for advancement when opportunities arise. In addition to training at the existing area hotels and at the planned hotel, it is contemplated that the unions representing the various hotel employees would assist in training area residents through their own union training programs. Mr. Charles Lamb, President of Local 2, has previously indicated his support of these programs.

Those employees demonstrating potential skills exceeding their present employment position may qualify to attend the Ramada Management Institute (RMI) in Phoenix, Arizona for specialized training in various aspects of the hotel industry. RMI offers the very latest "state of the art" training programs and technical equipment used in the hospitality industry. A desk clerk, for example, is trained using video tape equipment so that he or she may "see what the guest sees" when registering. These programs are designed to help an employee continually improve upon his or her ability to perform a particular job function and to provide the highest level of service possible to hotel patrons.

Hiring of staff for many of the planned hotel's positions would commence 12 months prior to opening. It is planned that Ramada Inns' Personnel Department would work with local unions and a non-profit neighborhood organization (i.e., North of Market Planning Coalition) to establish an employment office. Applications would be received and screened, residences verified and interviews conducted. The resulting list of qualified applicants shall be referred to the union with emphasis for hiring given to area residents for filling the following positions:

VIII. Summary of Comments and Responses

<u>Category</u>	<u>Number of Employees</u>	<u>Percent of Total</u>
Management, Professional	20	3
Maintenance	15	2
Food Service	250	41
Housekeeping	240	39
Clerical	15	2
Security	15	2
Front Desk	35	6
Retail	25	4
TOTAL	615*	100**

* Total does not include an estimated 50 to 75 "casual or extra" food service workers who would be employed by the Hotel Ramada.

**Total does not equal 100 percent because of rounding.

SOURCE: Ramada Development Company

Ramada Inns believes these hiring practices would have many beneficial results. The neighborhood would benefit by having many of its residents obtain job skills, employment and opportunity for advancement. As a direct result, although difficult to quantify, there may be decreases in crime and the necessity for governmental assistance to those individuals previously unemployed. Those employees who already live in the neighborhood would reduce the need for additional housing in the area as a result of the new hotel. These same residents would reduce the demand upon private and public transit systems - and the resulting increases in energy use, transit operation costs and vehicle-generated air pollution - since many employees would live within walking distance of the hotel. Ramada Inns believes hiring practices directed at employing area residents would help to instill community pride in itself and the hotel; as a result, the community, the patrons of the hotel, and Ramada Inns would all benefit.

The following item has been added to the first column of Table 26 on p. 157, under EMPLOYMENT:

"Ramada Inns would work with local unions and a non-profit neighborhood organization such as the North of Market Planning Coalition to establish an employment office and to refer qualified applicants to the hotel union, with emphasis for hiring given to area residents. Ramada Inns expects that a large proportion of its employees would be minorities. Training would be provided by Ramada Inns."

REVENUES/INCOME GENERATED TO THE CITY

Summary of Comment 41: By building new hotels, you bring more money into the City, more revenue, and when you bring more revenue into the City, it's more money that the City can have to spend for all of the people. And I think it's a good thing to have more jobs, more money for the City.

Response: Increased revenues accruing to the City from the Hotel Ramada are summarized in the last paragraph on p. 100 of the EIR and secondary income generated to the City is discussed on pp. 95 - 97 of the EIR in the Secondary Economics Effect subsection. Between \$1.3 to \$1.4 million in increased annual revenues would be generated from the Hotel Ramada to the City's General Fund, which is used to finance citywide services such as police and fire protection, and public programs such as general income assistance. An estimated \$22.6 million of income or "new money" would be generated from expenditures by hotel guests to the various sectors of the City's economy, resulting in secondary employment and income generation in the City and Bay Area region (see Table 11, p. 97). (See also the Response under Jobs/Employment, p. 214.

INCREASED PROPERTY VALUES AND RENT, SPECULATION

Summary of Comments 12, 82(b), 82.H(a)(b)(c), 160(a)(b), 162(g), 163(a), 170(a) and 264 (a): A major concern is that the economic force created by the proposed hotels will increase land values in the immediate area so that rents will escalate to levels the present tenants cannot afford, and they will be displaced. Marginal neighborhood-serving businesses are already having difficulties meeting their rents and can't afford much more.

Response: A new TENDERLOIN PROPERTY MARKET Setting subsection and INDIRECT ECONOMIC EFFECTS Impact subsection have been added to Sections III.D and IV.D., respectively. The Tenderloin Property Market Setting section replaces the Residential Hotel Conversion Ordinance Setting discussion on pp. 47 - 48 of the Ramada DEIR. The new Environmental Setting section on the Tenderloin Property Market addresses the current property market conditions of the Tenderloin, characterized by the comparatively low-cost land in the Tenderloin, and the recent increases in property values in the Tenderloin property market, believed to be caused by several development opportunities and by speculation. Factors contributing to the increased property values in the Tenderloin include anticipated tourist growth attributable to the George R. Moscone Convention Center and the continued strength of tourism in the San Francisco economy, proposed hotel development, public revitalization programs planned for the Tenderloin, existing zoning and the potential for land use intensification, and gentrification.

A new Indirect Economic Effects Impact section has replaced the discussion of Indirect Economic Effects on Tenderloin Residential Hotels on pp. 103 - 104 of the Ramada DEIR. The new Impact Section discusses the effect of rising property values on residential and business displacement, intensification of existing land uses, and social costs which would result from these effects.

Summary of Comments 18.H, 30(a), 107(a), 163(a) and 170(a): By increasing property values, the hotels will drive up the cost of housing to levels the present tenants cannot afford.

Using very conservative estimates, we can expect an increase in rental cost of approximately \$5.9 million per year. Not all the impact will occur in the first year. Over a 10-year period, assuming an increasing and expanding impact as the hotels are built, the total impact will be about \$32.3 million with the largest increase during the last year.

Response: Several complex and interrelated components, including the three proposed hotel developments, could affect rising property values and rents in the Tenderloin; refer to Factors Affecting Tenderloin Property Market on pp. 47a - 47c. The portion of any rent increase that would be attributable to the three hotel developments cannot be accurately separated from that attributable to other factors. The amount of rent increase would be controlled by the Rent Control Ordinance which limits rent increases of residential hotel and apartment units to 7% per year for permanent residents. The gross amount of rent increase beyond 7% cannot be determined because it is not known how many units would have a change of occupancy and not be limited to a 7% per year rent increase. (Refer to the Rent Increases subsection p. 70a, and to the sixth paragraph of the Residential Displacement subsection pp. 104a - 104b, for a discussion of rent increases.

Summary of Comments 95 and 96: I have 22 stores and for over two years, all of them have been vacant. We need to have money invested in the area, to build this area. I think the property I have has value, but I want to see this area be better.

Response: Refer to the second paragraph in Business Displacement in INDIRECT ECONOMIC EFFECTS, p. 104c, for a discussion of property values and increased income and wealth to business operators in the Tenderloin.

Residential Displacement

Summary of Comment 91: A substantial number of people in the Tenderloin were kicked out by the governmental agency. They were kicked out of YBC. A considerable number moved into YBC. They were kicked out of one or two other places. Where the hell do you put them next?

Response: Several residential hotels were demolished for development of the Yerba Buena Center, resulting in the displacement of 3170 single persons and 250 families (City and County of San Francisco, January 6, 1978, Yerba Buena Center Final EIR, EE 77.220, p. 239). The proposed project would have no direct displacement effects, as no residences would be demolished. The project could contribute to indirect displacement effects resulting from increased property values and rents.

Residential displacement from the Tenderloin would be offset by the UDAG proposal for rehabilitating and retaining 480 - 485 residential units, and by the recently adopted permanent Residential Hotel Unit Conversion Ordinance, which would decrease the number of conversions occurring in the Tenderloin.

Displacement of low-income persons in the Tenderloin as well as any other area of the City would pose a hardship because of the severe shortage of

low-income housing in the City. The City's Housing Task Force is currently formulating City goals and policies to meet housing needs for low-income residents of the City.

Summary of Comments 10, 11, 15, 16(a) partial, 46, 171.R, and 266: The issue of displacement is a key issue of a monumental concern to the residents of the Tenderloin. It should be of concern to the advocates of the proposed project and properly set forth in the EIRs.

Allowing continuation of tourism in the Tenderloin, highlighted by three major luxury hotels, will result in the absolute displacement of the low-income people, the seniors in the Tenderloin. The people who live in residential hotels are very often senior and disabled persons who can't afford to go anywhere. Many disabled people have come from areas such as Oakland where they have literally been pushed out of the neighborhood.

Response: The issue of residential displacement and its effects have been discussed in the Residential Displacement subsection, pp. 104 - 104b.

The proposed Hotel Ramada would not directly displace any residence or business from the project site, but could contribute to the cumulative effects on indirect displacement of residents and businesses by increasing land values and rents, and increasing pressure for conversion of residential hotel units and local-serving business uses to tourist-serving uses. Refer to the Residential Displacement, Business Displacement and Combined Development Effects subsections on pp. 104 - 104b, 104b - 104c, and p. 104d, respectively, for a discussion of these effects.

Conversion of Neighborhood-Serving Businesses to Tourist-Serving Business

Summary of Comment 164 partial and 227(b): Neighborhood-serving business space in the Tenderloin costs approximately \$1 per square foot per month; Commercial space in more tourist intensive areas downtown rents for between \$4 and \$6 per square foot per month. This was demonstrated in the City's study on protecting neighborhoods through special commercial districts.

The North of Market Planning Coalition survey of neighborhood-serving uses as compared to tourist serving uses on the immediate streets facing the existing Hilton Hotel showed that the highest intensity of tourist serving business was located on the streets directly facing the Hilton Hotel, and tourist use diminished in intensity with increasing distance from the hotel development. Tourist-serving businesses sell items and services priced out of the reach of most residents. Neighborhood-serving uses, such a grocery stores, liquor stores, pawn shops, and low-cost restaurants. All tourist use on O'Farrell St., between Jones and Taylor Sts., is concentrated on the corner of O'Farrell and Taylor, directly across from the Hilton Hotel.

As commercial space affected by the proposed hotel developments becomes more dear, neighborhood serving business and existing space used for neighborhood relaxation and recreation would be increasingly "upgraded" to serve the tourist market.

The value of lost neighborhood-serving space may be calculated by estimating the total current neighborhood retail space and multiplying this by the increase in rent that the space would lease for under a tourist intensive use. We project that commercial rents in the vicinity will quadruple, resulting in increased rents for 810,810 sq. ft. of neighborhood-serving retail uses of \$29,189,160.

Response: The results of the survey discussed in the comment above are presented in the first paragraph of the Conversion or Displacement of Neighborhood-Serving Uses subsection on p. 70e. The ground-floor retail uses on Taylor St., near O'Farrell St. is located opposite the vacant site of the proposed Hilton Tower No. 2, not the site of the existing Hilton Hotel and Tower. The concentration of tourist uses on this block could be attributable to the tourist pedestrian traffic associated with the Downtown Airlines Bus Terminal which occupied the project site until 1969, when it was demolished.

It is not possible to verify the estimates presented in this comment. Should rent increases occur, they would not displace all neighborhood-serving businesses. Some businesses would be owner-occupied and would not be affected by increased store rents. Businesses that would be able to convert to tourist-serving uses or to capture part of the tourist trade would be able to increase their income; this would partially or totally offset rent increases of businesses that are not owner-operated.

Summary of Comments 20(a), 82.H(e), 160(b), 162(h), 163(j), 164(a), 170(b), 201.R(d), 263(b) and 264(c): The concentrated addition of 2,300 luxury tourist units in the proposed hotels will bring in thousands of upper-income tourists into the neighborhood and increase the demand in the immediate area for more tourist serving businesses. This will create an intense demand for new shops and services and cause ground level commercial uses to change from lower income generating neighborhood serving uses to higher income generating tourist serving businesses.

Response: The causes and effects of the conversion from resident-serving to tourist-serving businesses are discussed in Conversion or Displacement of Neighborhood-Serving Uses, p. 70e, and in Business Displacement, pp. 104b - 104c.

Summary of Comments 245(b)(c)(d): The reports do not show how (the daily and total expenditures of the hotel guests) will impact the economic system around the hotels. It is conventional planning theory that a strong economic system will drive out weaker economic uses. This can be seen around the Embarcadero Centers and in many other developments. The reports do not mention that the tourist dollars will be competing with the residents' dollars for retail outlets. (b) How much residential serving commercial space will be lost due to the proposed developments? (c) What is the cost to the City and the downtown residential community of this retail space? (d) How will the loss of low-cost restaurants, grocery stores, and other local services impact the lives of the residents of the residential hotels and other residential buildings in the Tenderloin?

Response: Refer to p. 70e for a discussion of a strong economic force displacing weaker economic uses. Refer to the preceding Response for a discussion of costs to the community from the loss of resident-serving businesses.

Land Use Intensification and Zoning

Summary of Comments 105(a), 162(b), 163(c) and 247(c): The EIRs should examine the overall zoning in the immediate area around them. The C-3-G zoning district surrounding the hotels permits more intense land use than present neighborhood uses. Current intensive zoning and height limitations promote the destruction of the low-cost housing and encourages demolition of existing low-cost housing stock to be replaced by highrise commercial buildings.

Response: Planning Code Use (zoning) and Height and Bulk districts at the project site and its vicinity are discussed on pp. 31 - 34 and are shown in Figures 15 and 16. As the person commenting states, existing zoning and height and bulk districts surrounding the project site allow for more intense land uses than currently existing in the immediate project area. For example, the tallest building observed on Assessors Block 331, located directly west of the project site, is a six-story residential building. Under the existing height and bulk district, structures of up to approximately 20 stories (with a maximum permitted building length of 170 ft. and maximum permitted horizontal diagonal dimension of 200 ft.) could be constructed, indicating that more intensive land uses could be constructed on that block under existing zoning.

A discussion of the effects of zoning on residential and business displacement in the Tenderloin has been included in the Intensification of Existing Land Uses discussion on p. 104c.

Mitigation Measures

Summary of Comments 3, 6(b), 25(b)(c), 29(b), 30(b), 69, 78(a)(c), 80(a)(c)(d), 84(c), 85, 106(a)(c), 108, 109, 159(a)(c)(f), 160(d), 162(j), 167(b)(c)(f) partial, 170(c)(e)(f), 202.R(c), 228, 229, 260(b)(d)(e), 264(f) and 265(a): The cumulative development of the Hilton Tower No. 2, Hotel Ramada, and Holiday Inn would cause land values to rise and threaten low-cost housing in the Tenderloin neighborhood. Mitigation measures are needed which would: counter increased economic pressures to convert residential units to tourist units; compensate for rent increases we project will total \$6 million over the next ten years for residents of Census Tracts 123 and 125; insure that residents will not be priced out of the neighborhood or displaced by conversion. Responsibility for mitigating these impacts should be shared by hotel developers, City government, and the residents; the costs should not be totally shifted to people receiving \$200 to \$300 per month in benefits or to the City alone. Appropriate and specific mitigation measures should be developed and made mandatory for the hotel developers.

Suggested mitigation measures include:

- 1) Project sponsor support of the strongest, most comprehensive permanent regulations for controlling residential hotel conversion.
- 2) Acquisition and use of Urban Development Action Grant funds to rehabilitate housing in the Tenderloin.
- 3) Zoning to preserve the residential community.
- 4) Requiring developers to contribute to a loan fund, which would provide low-interest (5%) loans to tenant groups and non-profit neighborhood organizations to purchase residential units and maintain them as low-rent units.
- 5) Establishing a special tax district with revenues to go to the loan fund.
- 6) Allocation of a portion of the hotel tax to the loan fund.

The objective of the loan fund, as proposed by the Luxury Hotel Task Force, would be to build or preserve a minimum of one unit of residential housing for each hotel unit built by the Hilton Tower No. 2, Hotel Ramada, and Holiday Inn. Since the three hotels propose to build a combined total of 2,383 rooms, the loan fund could be used to rehabilitate one-third of the residential hotel units in the immediately impacted area. The Luxury Hotel Task Force has estimated that acquisition and rehabilitation of one residential unit in the Tenderloin would cost \$20,000. One-for-one rehabilitation of 2,383 units, therefore, would require a loan fund of approximately \$47.7 million. Proposed loan fund guidelines and application process are outlined in a letter from Helen Bean dated 12 November 1980, and available at the Department of City Planning, Office of Environmental Review.

Response : Although the development of the Hilton Tower No. 2, Hotel Ramada, and Holiday Inn would contribute to rising land values in the Tenderloin, and thus indirectly to increased rents and pressures to convert, the specific effect of the hotels cannot be isolated from the other economic forces in the Tenderloin (see Factors Affecting the Tenderloin Property Market and the first and second paragraphs of the INDIRECT ECONOMIC EFFECTS setting section, pp. 47a - 47c). The factors involved are too complex to allow a reliable estimate of increases in rents or land values to be made. The effect of all pressures for development in the Tenderloin would be substantially offset by the Rent Control Ordinance (see Rent Increases, p. 70a), recently adopted Residential Hotel and Apartment Conversion Ordinance (see Residential Hotel Conversion, p. 70b - 70c), and rehabilitation of residential hotel units under the UDAG program (see the Response under UDAG, p. 196). As shown in the survey of businesses prepared by the North of Market Planning Coalition, the effect of the Hilton Hotel, which has been in the Tenderloin since 1964, on the nature of local businesses does not appear to extend much further than one or two blocks from the site. This would indicate that tourist pedestrian traffic would be an economic stimulus generally in the eastern Tenderloin within a few blocks of the hotel sites.

The Hotel Ramada project sponsor has agreed to participate with the Mayor's Office of Economic Development in a rehabilitation program of low-income residential hotels in the neighborhood around the Hotel Ramada. This program involves use of the HUD Urban Development Action Grant (UDAG) funds, supplemented by loans from the City of San Francisco and the project sponsor, for acquisition and rehabilitation of residential hotels containing approximately 480 - 485 units. The project sponsor would contribute about \$1.1 million as a 7%, 15-year loan to the program. The UDAG and the City would make a combined contribution of \$4.7 million as a 12%, 15-year loan to the program. These loans would be made available to a private developer, who would also invest \$4.7 million, and then buy the residential units and rehabilitate them. Interest accruing on the loan would be used to subsidize rents in the residential hotels. The program would be administered with the participation of a non-profit neighborhood corporation. The needs of various community groups could be coordinated and provided for by representatives of the community through the non-profit neighborhood corporation.

A new heading "LAND USE AND COMMUNITY CHARACTERISTICS" has been added on p. 154 of the EIR at the beginning of Table 26. The following item has been added in the first column under the new heading: "The project sponsor has agreed to contribute about \$1.1 million as a 7%, 15-year loan to the UDAG program to be used for the purchase and rehabilitation of residential hotel units in the North of Market Strategy Area." The following item has been added to the third column under the new heading: "The project sponsors would not participate in a fund to provide low-interest loans to tenant groups and non-profit neighborhood organizations for the purpose of purchasing and maintaining low-rent residential units in the Tenderloin, because the project sponsor has elected to participate financially in the UDAG program for the area." The concept of building or preserving one low-cost residential unit for each proposed hotel guest room does not represent a reliable estimate of an indirect effect of the hotel on the local housing stock. Such a measure would not mitigate any substantiated impact of the project and so is not proposed.

Zoning measures to protect housing in the Tenderloin, establishment of a special tax district, and the allocation of a portion of the hotel tax to low-income housing would be under the jurisdiction of the City and County of San Francisco, and not under the control of the Hotel Ramada project sponsors.

Summary of Comments 8, 167(d) and 167(g)(i): The EIR fails to include any mitigating measures for the conversion of neighborhood-serving businesses to tourist/transient use. Measures to mitigate the impact of the conversion of Tenderloin neighborhood businesses to a tourist-based economy should include the provision of space or funding for a children's center and meal programs, and contributions to the proposed Ellis St. senior center. We hope new recreational facilities will be provided for people from all walks of life. Neighborhood businesses, such as groceries and low-cost restaurants, should be secured by subsidizing commercial space. To mitigate the loss of commercial space and foot traffic on Ellis St. commercial space should be provided on Ellis St. for neighborhood business.

Response: The four residential hotels to be rehabilitated under the UDAG program would have ground-level commercial space, which could be made available for neighborhood-serving business. A non-profit neighborhood corporation would be involved in the UDAG program. No commercial space would be lost on Ellis St. due to the development of the Hilton Tower No. 2 or Hotel Ramada. The Tower No. 2 site is at O'Farrell and Tayler Sts., the Ellis St. frontage of the existing Hilton Hotel is completely built up. The commercial space, which formerly occupied the Ellis St. frontage on the Hotel Ramada site was damaged by fire and is vacant. Foot traffic on Ellis St. would probably increase after development of the hotel projects because pedestrians would travel along Ellis St. from the Hotel Ramada and Holiday Inn to get to the Airlines Bus Terminal.

Funding or space for a children's center, senior center or other recreational facilities, or meals programs would not mitigate any impact of the Hotel Ramada and so are not proposed by the Hotel Ramada project sponsors.

Summary of Comment 167(a): Mitigation measures should include policies such as downzoning and an ordinance controlling conversion of residential hotels, which would work to prevent the destruction of the low-income residential community in the Tenderloin.

Response: Downzoning of land in the Tenderloin would decrease the pressure for conversion or demolition of low-cost residential units and local-serving businesses by removing the potential for development of more intense land uses than currently exist in the Tenderloin. Downzoning could not be implemented by the project sponsor. Downzoning would require an administrative action by the City Planning Department and a legislative action by the Board of Supervisor's to amend the City's zoning map.

A permanent ordinance has been adopted by the Board of Supervisors to control the conversion of residential hotel units and apartments to tourist hotel units. This ordinance would prevent, or compensate for, the destruction of low-cost housing by requiring that hotel owners who wish to convert units either provide a comparable one-for-one replacement unit or pay a fee equivalent to the cost of one-for-one replacement to the City's Housing Development Fund. The City would use money from the Fund to finance low-cost housing projects in the City.

HOUSING IMPACTS

Summary of Comment 244 partial: Was there a relationship between the destruction of these residential hotels several years ago and the planned construction of the new hotels? What is the cost to the City of this lost housing?

Response: There is no relationship between the vacancy or demolition of the four hotels which previously occupied the Hotel Ramada project site and the planned construction of the Hotel Ramada (see a description of these hotels p. 40.) The project sponsor currently has an option to

purchase the site. According to the current property managers and previous owners of the site, the following events led to the demolition of the hotels which occupied the site (Jack Peterson and Kent Brownlow, Sales Brokers, Colonial Realty, telephone communications 26 November and 5 December 1980, in consultation with the Hertz Family, the previous owners of the project site):

34-room hotel (corner of Mason and Eddy Sts.)

Damaged by fire in 1972 and was demolished in 1979; the site of this hotel is now vacant land.

61-room hotel (located immediately east of 34-room hotel, above the Trapp Bar)

Building was used as a hotel until around 1950. After 1950 it was used for office space and is currently vacant.

125-room hotel (on Ellis St. near Fifth St. North):

Demolished approximately 7 years ago as part of the Market St. Improvement Project.

60-room hotel (on Ellis, near Mason St.)

Known as the Williard Hotel; the hotel was boarded-up and condemned around 1973 because of building code violations. In 1975 the hotel was damaged by fire, the structure was razed, and the site added to the Metro parking lot, which currently occupies the southeastern portion of the site.

Summary of Comment 169.R: The Ramada Inn and the Holiday Inn will be consuming space that could be used to construct badly needed housing.

Response: The northern portion of the Ramada site and the entire Holiday Inn site are located in C-3-G, Downtown General Commercial zoning district, which permits high-density residential development. In theory, housing could be constructed on these sites. It is unlikely, however, that housing would be constructed there. The existing and continued growth in tourism in the City has increased pressure for more hotel development near the George R. Moscone Convention Center. Since the area around Union Square hotel district is already built up, the eastern Tenderloin is the nearest area where sites are available for expansion of the hotel district north of Market St. The rents or selling prices that would be required to make market-rate residential development economically feasible would probably not be marketable for a Tenderloin location; it would not be economically feasible to build low-cost housing on either site without some form of government subsidy. This is evidenced by the fact that little low-income housing is currently being constructed in San Francisco unless subsidized or required by law.

Summary of Comments 163(a), 163(g), 165(b) and 262(b): The construction of the three hotels would extend major hotel development in the Union Square hotel district farther into the Tenderloin neighborhood and significantly

decrease the number of low-cost housing units by causing the loss of tens of thousands of low-cost housing units.

Response: The new INDIRECT ECONOMIC EFFECTS section contains a discussion addressing that the construction of the three proposed hotels would extend major hotel development into the Tenderloin, and that this development could increase property value and rents and the demand for land in the Tenderloin which could indirectly decrease the number of low-cost housing units. The number of housing units that could be lost through residential hotel conversion or replacement construction cannot be reliably quantified. Loss of some residential units would be partially offset by the UDAG program, which provides for the preservation of 480 - 485 residential hotel units and by the Residential Hotel Unit and Apartment Unit Conversion Ordinance.

Summary of Comments 166(a)(b), 227, 243(b) and 247(b): Will the new hotels decrease the amount of low-cost residential hotel stock in San Francisco? What is the cost to the community of the loss of low-cost housing in the Tenderloin? What would be the cost to preserve the housing and what would be the cost of replacing the housing? Would it cost less to save the housing now, rather than continuing to allow developments that increase the pressures to eliminate the Tenderloin's low-cost housing stock?

Based on the UDAG model, we have estimated the value of the housing lost over a ten-year period in a number of different ways including:

	Units	Cost/Unit	Total Cost
Preserving existing housing	5,000	\$20,000	\$100 million
Replacing existing housing	5,000	\$60,000	\$300 million
Subsidizing existing housing	5,000	\$12,000	\$ 60 million

Response: The proposed hotel developments would contribute to indirect economic effects that could decrease the residential hotel stock in the Tenderloin. These indirect effects include increased property values and rents, increased pressure for converting or replacing low-intensity uses with higher intensity uses, and increased pressure for conversion of residential hotels. The comment above assumes that all of the approximately 5,000 housing units located in the eastern Tenderloin would be displaced. All of those units would not be expected to be displaced. The exact number and costs of units that would be eliminated cannot be determined because derivation of such a number would depend on several interrelated economic factors, which are described in Factors Affecting the Tenderloin Property Market discussion in INDIRECT ECONOMIC EFFECTS, p. 50 - 51. Pressure for residential displacement would be substantially offset by UDAG proposal for preservation and retention of 480-485 residential hotel units and by the permanent Residential Hotel Unit and Apartment Conversion Ordinance, which removes the economic incentive for large-scale conversion of residential hotels.

QUALITY TOURIST HOTEL AND LOW-COST TOURIST HOTEL MARKETS

Summary of Comment 73: It is falsely assumed in the EIR that, if enough luxury hotel rooms are built, eventually you are going to take the pressure off of tourist hotels, and the demand will decrease for small, inexpensive tourist hotels. In fact, these are two different markets: people who can afford to pay \$96 a day at the Hilton and people who can afford \$10 a day. It is very cynical for the EIR to state that a major reason for construction is that if you don't build the hotels there will be a continued eating away of residential hotel space. More luxury hotel rooms are going to increase the demand for inexpensive hotels to the extent that small hotels, such as the Bristol, the Mason, the Ambassador, the William Penn and, in particular, the Columbus across from the Hilton Tower No. 2, will attract a new market of tourists. We need to protect these small hotels.

Response: Pages 103 and 104 of the Ramada DEIR did not state that construction of the Hilton Tower No. 2, Hotel Ramada and Holiday Inn would take pressure off low-cost tourist hotels, but rather stated that demand for lower cost hotels could increase after the completion of the three proposed hotels; it is only when overall hotel room demand decreases in the City that there would be reduced demand for low-cost hotel rooms and reduced pressure for conversion of residential hotels. The second full paragraph on p. 104 of the DEIR stated: "Even though construction of the Hilton Tower No. 2, Hotel Ramada and Holiday Inn would increase the total room supply in the downtown area, their construction would not necessarily slow the rate of residential hotel conversion. In the short run major hotel development could further stimulate conversion because tourists who could not afford the \$50+ room rates at the Hilton Tower No. 2, Hotel Ramada and Holiday Inn, would be willing to stay in smaller, less expensive hotels, especially if these smaller hotels are in the vicinity of these larger hotels and are able to share in the facilities of the major hotels, such as restaurants and specialty shops... In the long-run, a decrease in hotel room demand would reduce the pressure for residential hotel conversion. If a permanent ordinance is adopted to control the conversion of residential hotels, some upgrading and increase in the number of retail stores in the Tenderloin could still be expected as well as increased pressure on property values (emphasis added)."

The second sentence of the paragraph above also addresses the commenter's statement that the two different markets would be attracted to and served by the three proposed quality hotels and lower-cost, small hotels in the Tenderloin. There would be a greater demand for low-cost hotels located in the vicinity of the three proposed hotels because their guests would be able to share in some of the amenities of the larger hotels.

Measures to protect low-cost residential hotels in the Tenderloin are discussed under the Response concerning the UDAG, p. 196.

The second sentence in the third paragraph on p. 164 of the Ramada DEIR, incorrectly summarized the discussion contained on p. 104 of the DEIR. This sentence on p. 164 has been deleted. To address the comments above, additional discussion on Low-Cost and Quality Hotel Markets, which incorporates the first two sentences of the last paragraph on p. 104, has

been added to the FEIR and follows the Cumulative Hotel Tax Contributions subsection on p. 103 of the EIR.

Summary of Comments 105(b), 247(d) and-264(b): The neighborhood is concerned about a major impact of the hotels - specifically increased conversion of residential hotels. The EIRs should examine the impact of hotels on hotel conversion moratorium. Will the conversions continue or even increase after the new hotel developments?

Response: The Residential Hotel and Apartment Conversion Moratorium Ordinance has been replaced with a permanent ordinance. The new ordinance is described in the Residential Hotel Conversions subsection of the TENDERLOIN COMMUNITY CHARACTERISTICS impact section. Residential hotel conversion is expected to decrease under the new ordinance because much of the economic incentive for conversions would be removed. The permanent ordinance requires that hotel owners provide a one-for-one replacement for every converted unit or pay a fee equivalent to the cost of one-for-one unit replacement to the City's Housing Development Fund. There would still be pressure for residential hotel conversion in the Tenderloin because of demand for low-cost hotel rooms in the City.

Summary of Comments 163(b), 128, 167(f) and 241 partial: The EIRs should provide much more data on the relationship between additional high-cost hotel rooms and the conversion of residential hotels to provide a lower cost tourist facility. The establishment of more luxury hotels in the neighborhood will increase the demand for more low-cost or moderate-priced tourist units which will in turn encourage the conversion of residential hotels to tourist accommodations. The pressure for residential hotel conversion will be reduced only if demand for tourist trade diminishes, or when enough hotels have been converted to meet the demand of a low-cost tourist market, not if more luxury hotel rooms are built.

Response: The above comments have been addressed in the new discussion of Low-Cost Hotel and Quality Hotel Markets that has been added on p. 103. Refer to preceding Response on p. 228 for a discussion of the relationship between the quality tourist hotel and low-cost tourist hotel markets.

Summary of Comment 246(b)(c): How will the addition of this number of relatively high cost tourist hotel rooms impact the demand for lower cost tourist hotel rooms? Will it further increase the demand for conversions? Should the new hotel developments include lower cost tourist rooms as well as the luxury rooms?

Response: Refer to the preceding Response on p. 228 for a discussion of Low-cost and quality hotel markets. It would not be economically or operationally feasible for hotels to cater to two different customer markets. Hotel room rates and services are planned for one particular market and are based on the economic return required to operate a hotel, especially during the first few years of operation. To incorporate low-cost rooms into the proposed hotels would substantially reduce the economic return on investment from the hotel projects. Hotels would also have difficulty in providing services for two different types of

customers. Hotel restaurants, gift shops and banquet facilities are planned to serve one type of market. For example, it would be difficult to supply a gift shop with items that would satisfy and attract both low- and high-cost tourist market customers.

IMPACTS OF PROPOSED HOTELS ON HOTELS IN YBC AND SOUTH OF MARKET

Summary of Comment 246(a): An argument is made for additional hotel rooms in San Francisco. Very little is said about how building these three new developments North of Market will impact the proposed developments South of Market. Will the proposed North of Market hotels decrease the demand for more hotels in the Convention Center area South of Market? Is it better planning to promote new hotel construction in the South of Market convention center area and leave the Tenderloin as a residential community?

Response: Approximately 3,000 hotel rooms are currently proposed for the South of Market area to be contained in the following hotels: 1,500 hotel rooms at Yerba Buena Center Site No. 1, a 700-room hotel at Yerba Buena Center Site No. 2 and a 400 - 800 room hotel at Folsom and Steuart Sts. in the Rincon Point sub-area of the Redevelopment Agency's Rincon Point - South Beach Redevelopment Project Area.

The 400 - 800 room Rincon Point Hotel was not included in the cumulative impact discussion of Projected Room Stock, Rates and Occupancy on p. 101 of the DEIR. This hotel has been added to the FEIR and the total cumulative number of hotel rooms to be developed has been revised accordingly throughout the FEIR.

An estimated 2,500 rooms are proposed north of Market St. in the proposed 1000-room Holiday Inn, the 220-room addition to the Holiday Inn - Civic Center, the 410-room Hilton Tower No. 2 and the 1,000-room Hotel Ramada.

In simple terms of supply and demand, the increase in room supply caused by the proposed hotels planned for north of Market St. could decrease the demand for rooms in hotels planned for the South of Market area in the short term. Construction of any new hotel in the City would cause a certain percentage of room demand to be transferred to the new hotel. It is not likely, however, that this decrease in room demand would adversely affect the operations of the hotels located South of Market St. The hotels planned for South of Market are planned for the convention tourist market, and have a competitive advantage over North of Market hotels because of their proximity to the George R. Moscone Convention Center; approximately one-half to two-thirds of room demand in South of Market hotels is expected to come from convention trade, in comparison to one-third in North of Market hotels. North of Market hotels would have a short-term negative effect on the South of Market hotels if all proposed 5500 rooms were to be completed within the same year because the market would not be able to absorb all additional rooms within a one-year period.

Summary of Comment 140.R: On p. 46, at the end of the second paragraph, I think you ought to separate how many of the 2,700 to 3,500 new rooms that will be required are being taken care of by the hotel proposed hotel in YBC.

Response: A total of 2,200 new hotel rooms are proposed for the Yerba Buena Center. These two hotels are described on p. 101. To address the above comment, a sentence has been added to the second paragraph on p. 46.

Refer to the preceding Response for further discussion of the cumulative effect of hotel construction North of Market on hotels currently planned for the South-of-Market and Yerba Buena Center.

IMPACT AREA OF ANALYSES/SOURCES OF SOCIO-ECONOMIC DATA

Summary of Comments 82.H(b)(c), 98, 101(a), 102.R, 162 (j) partial, and 236: The impact study area for the hotels should examine two areas: a primary area estimated to be a 600-foot or one-block radius and a secondary area estimated to be a 1200-foot radius or a two-block area. These impact rings comprise Census Tracts 123 and 125. An example of why a two-block impact study area is needed is the increase in a city-certified appraisal of property two blocks from the Ramada only one year after the Ramada project was announced.

Response: Primary and secondary impact areas are discussed qualitatively in the revised TENDERLOIN COMMUNITY CHARACTERISTICS section, pp. 70 - 70f and new INDIRECT ECONOMIC EFFECTS impact section, pp. 104 - 104d. Certain impacts have been quantified in the discussion of conversion of local-serving to tourist-serving businesses, property transactions in the Tenderloin, and property value increases. The analyses in these two sections were based primarily on information contained in the following reports:

Public Response Associates, September 1980, Survey of the North of Market Rehabilitation Assistance Program, Real Estate Department, City and County of San Francisco.

Department of City Planning (DCP), August 1977, Recommendations on the Designation of the Tenderloin as a Rehabilitation Assistance Program Area.

Department of City Planning (DCP), November 1980, The Conversion and Demolition of Residential Hotel Units.

Department of Public Works (DPW), 1978, Rehabilitation Assistance Program Survey of Residential Hotels.

Data contained in these reports are not disaggregated for individual blocks in the Tenderloin and, therefore, quantitative data for population, income and housing characteristics could not be provided for the two-block radius surrounding the sites of the proposed hotels. Most of the data contained in the reports cited above correspond to the North of Market RAP area, which consists of all of Census Tracts 123 and 125 and about half of Census Tracts 122 and 124. The 1970 Census was not considered a good source of data for describing Tenderloin neighborhood characteristics because it is almost 10 years out-of-date; as of 21 January 1981, data to be published in the 1980 Census for the San Francisco Standard Statistical Metropolitan Area (SMSA) were not available to the public. Preliminary 1980 data were available for the North of Market Planning Coalition only

because that organization assisted the City in conducting census counts in the Tenderloin; that population data should be considered preliminary and have not been officially recognized by the Federal Census Bureau (P. Groat, Senior Planner and Project Manager of 1980 Census Local Review, Department of City Planning, telephone communication, 8 December 1980).

It is not known to which appraised property the person commenting is referring; Table 2F and the second paragraph of the Speculation subsection of the Indirect Economic Effects section discusses increases in property values within a one- and two-block radius of the Ramada project site which are believed to be caused by speculation.

GROWTH INDUCEMENT

Summary of Comment 222: Indicate the basis of the assumption made for housing demand on p. 149 of the Ramada DEIR.

Response: The methodology used in the DEIR to project demand for housing in San Francisco by new hotel employees has been revised in light of information contained in publications pertaining to employed San Francisco residents per household. The revised methodology assumes that two-thirds of new employees would reside in San Francisco and that there are 1.8 workers per household. The residency factor is based on the current residency patterns of hotel employees at the Ramada Inn, Fisherman's Wharf. The employees per household factor is from Sedway / Cooke, October 1979, Downtown San Francisco Conservation and Development Planning Program. Based on these assumptions, the projected 615 new employees of the Hotel Ramada would generate a demand for an estimated 225 housing units in San Francisco. The first paragraph on p. 149 of the EIR has been revised to reflect this methodology. This estimate is likely to be high because the low-skilled, entry-levels jobs to be provided could be filled by existing San Francisco residents, some of whom may not be currently employed.

MISCELLANEOUS ECONOMIC-RELATED COMMENTS

Summary of Comment 162(f): The luxury hotel developments will introduce a strong economic environment. The San Francisco Convention Bureau estimates that the average expenditures outside the hotels will be \$60 per day. Based on \$75 per day average rents, a 75% occupancy rate, and an average double occupancy of 1.5, the 2,400 additional luxury hotel units will generate over \$133 million per year. This is more than \$14,000 for every resident of the impacted area.

Response: Increased tourism and the proposed hotel developments would introduce a strong economic force into the Tenderloin neighborhood. In economic concepts this strong economic force would be created by tourists' "effective demand" or ability and willingness to pay higher prices for goods and services. To the extent that Tenderloin residents' demand for goods and services such as housing and retail items is not able to effectively compete with tourist dollars, those goods and services would

be replaced to serve the stronger economic demand. The concept of a strong economic demand has been discussed in Gentrification in TENDERLOIN PROPERTY MARKET, p. 47b, and in the second paragraph of Residential Displacement in INDIRECT ECONOMIC EFFECTS, p. 104.

The numbers given by the person commenting have not been verified. Some of the money spent in the Tenderloin by tourists would be returned to Tenderloin business operators in the form of increased income and wealth. Tourist dollars spent at the hotels would be returned indirectly to some residents in the form of permanent jobs and weekly extra and casual food service jobs at the proposed hotels. All tourist expenditures generated by the hotels would not be returned directly to the residents of the Tenderloin.

Summary of Comment 31: What I would like to say is this: that each and every one of us must fully understand what this monster called inflation is. It is nothing but the drive for maximum profit. It is not done by the government; it is done, in every bit, by private enterprise, whether it is small or big, whether the littlest fellow or the biggest corporation.

Response: The comment is acknowledged but cannot be responded to directly. The cause of inflation is a complex issue; often experts do not agree on its causes. In simple terms, the two main economic theories of inflation are (1) the "demand-pull" theory which arises when there is excess demand for too few goods and price increases; and (2) the cost-push theory which results when wages increase without a corresponding increase in productivity; cost-push inflation causes prices to become relatively high in relationship to demand resulting in production cuts and labor market layoffs.

Summary of Comment 79: You should really have laid out the costs of downtown growth at the level that it's currently in the planning code before you complete your review of the EIRs and consider these projects.

Response: The Planning Commission is preparing an environmental impact report which will address the economic and fiscal implications of maximum cumulative downtown development permitted under current commercial zoning districts. This report is not expected to be completed until late 1981 or early 1982, and would not be available in time for consideration of the proposed hotel developments.

Summary of Comment 90: The people in the Bristol Hotel, which is having its lobby disappear on two commercial tenant evictions. The commercial tenants that serve the neighborhood on Eddy St., they can now face the Ramada Inn.

Response: The Bristol Hotel was contacted to learn of the reason for remodeling of the lobby. According to the owner, V. Kirtcher, the size of the lobby was reduced for security reasons. The previous lobby was larger and required that a hotel staff person be stationed there at all times to make sure there were no disturbances or loitering. The remodeled lobby will be smaller and provide a direct entrance to the second floor, where the hotel desk is located, so that security will not be needed on the lobby level. Mr. Kirtcher indicates that commercial tenants were displaced for remodeling purposes.

TRANSPORTATION, CIRCULATION AND PARKING

Traffic and Pedestrians

Summary of Comments 1(b), 160(c) partial, 165(b) partial, 165(e), 165(j), 165(n) partial, and 253(a), and 264 (d) partial: Vehicular traffic, particularly buses, in the area would be significantly increased by development of the three hotels. The flow of traffic will be impeded. Sidewalk traffic will increase and, in certain areas, will reach the "constrained" flow level. Traffic patterns generated by the hotels would decrease the number of vehicles that could travel on the streets immediately surrounding the hotels.

Response: The cumulative effects of development of the three hotel projects on vehicular and pedestrian traffic, transit use, and parking are tabulated and discussed under individual "cumulative impacts" headings of Section IV. F on pp. 119 - 130. The growth of vehicular and pedestrian traffic and transit patronage due to other developments expected to be completed by 1982 is also indicated in the analysis.

The proposed hotel developments would generate approximately 560 total vehicular trip ends during the p.m. peak hour. For comparison, using the method of calculation in the Department of City Planning Transportation Guidelines, office buildings containing approximately the same gross floor area as the hotel projects would generate about 940 vehicular trip ends at peak hour; this is about 165% as many trip ends as the hotel projects would generate. Of 11 intersections near the three hotel sites and studied in the EIRs, a change of operating conditions (as measured by service levels) was projected for only one. The Ellis St. and Mason St. intersection would be reduced from Level of Service C to D during the p.m. peak hour. Service Level E represents capacity flow conditions. The intersection would operate at about 85% of capacity. Average daily traffic volumes would increase by about 25% on Mason St. near the Hilton Hotel, and by a smaller percentage on five other streets in the area that were studied in the EIRs. This analysis includes cumulative tour- and charter-bus traffic, which is also considered separately on p. 121. While the capacity of the intersections near the hotel sites would remain unchanged, traffic flow on the streets would be intermittently interrupted by vehicles queuing, entering and leaving the proposed driveways and trucks backing into loading areas.

As shown on p. 127 pedestrian flows on Fifth St. North past the proposed Hotel Ramada would become "constrained" for the peak 15 minutes of the peak noon-hour period. This condition involves some restriction of walking speed and results in multiple conflicts as pedestrians perform avoidance maneuvers. Other streets in the area would have lower volumes of pedestrians per foot of sidewalk width, resulting in "impeded" or "unimpeded" conditions; none of the sidewalks considered in the Ramada EIR would have "crowded", "congested" or "jammed" conditions (see Table F-1, p. 227 showing the rating system).

Summary of Comments 132.R and 199.R: The increase of 2,400 vehicular trip ends daily to the Hotel Ramada will make using the crosswalks and the

sidewalks across the driveways perilous for the slower-moving pedestrian. The EIR fails to note this situation or offer mitigation.

Response: A paragraph has been added on p. 115 to address this question.

Parking Demand and Supply (Cumulative)

Summary of Comments 144.R, 165(b) partial, 165(1), 221.R, 225.R, 249 and 253(b): The EIR shows that there would be a general reduction in available parking caused by the proposed development of the three hotels. The EIR should also discuss the changes which will occur in the availability of each type of parking (long-term, short-term, public, private, curbside etc.); and the cumulative effect of future development in the North-of-Market and YBC areas on parking availability. The effect of the anticipated loss of curbside parking - given over to tour buses, chartered buses etc. - on Tenderloin residents should also be dealt with in the EIR. Would people really walk as far as the Fifth St. Garage and 530 Taylor St. parking facilities under normal circumstances? Indicate what the figures would be without the facilities if their inclusion is questionable.

Response: The texts of the cumulative parking impact section of the Hotel Ramada EIR contains the information that parking demand for the three proposed hotel developments (including the Holiday Inn) would exceed the proposed on-site parking supply by 210 spaces, that 230 existing off-street spaces and some curbside parking would be eliminated by construction of the Holiday Inn and Hotel Ramada, and that there would remain sufficient off-street public parking in the area available on an average day, after construction of the hotel developments, to accommodate new and displaced parkers. In the discussion below, as in the text of the EIRs, the term "available" refers to spaces vacant on a typical day - not to the parking supply - which includes occupied spaces and is a much larger number.

There now exists a total of 74 parking stalls metered for 30 minutes, and six no-limit stalls on both sides of the streets peripheral to the three hotel sites. About half, or 40 of these spaces, could be removed by development of the three hotels. The off-street lots now occupying the sites of the proposed Hotel Ramada and Holiday Inn have a total of 230 spaces, loaded between 4:00 and 6:00 p.m. Therefore, a total of about 40 short-term metered on-street spaces and 230 long-term off-street spaces would be removed from the public parking supply. (See Figure 31, p. 124, and Tables E-3 and E-4, pp. 305 - 308.)

The displaced parkers from the 230 existing long-term, off-street spaces and 40 curbside spaces which would be eliminated by the hotel construction must be added to the demand for 600 new spaces that would be generated by the new hotel employees and guests. There would be about 230 displaced parkers, assuming 85% occupancy of the 270 spaces to be eliminated by the Hotel Ramada and Holiday Inn, so the total new demand generated by the hotel developments would be for about 830 spaces.

Of this demand, 390 spaces would be provided by space currently available in the Hilton Hotel garage, and by the proposed construction of 290 spaces as part of the Hotel Ramada and Holiday Inn projects. The remaining demand for about 440 spaces would be the new result of the three hotel projects (a number equal to the "deficit" of 210 spaces shown in Table 20, p. 126 of the Ramada EIR, plus the parkers who would be displaced).

Of this demand for 440 spaces created by the three hotel projects, about 405 would be for long-term spaces and 35 would be for short-term spaces. After construction of the hotel projects, there would remain a supply of about 5,130 long-term, off-street spaces in the study area and about 680 short-term curbside spaces. The existing long-term spaces currently have about a 15% vacancy rate; this would be reduced to about 8% after the hotel projects were completed. Some 320 to 420 long-term, off-street spaces would remain available in the area for parking not related to the hotels. This latter estimate considers the effect of elimination of existing spaces by the three hotel projects. The vacancy rate of the existing curbside parking is unknown. A portion of the second sentence in the first full paragraph on p. 126 has been changed to read: "there would remain approximately 400 spaces available on an average day to absorb this demand, ...".

During the several weeks of the year when one of the three hotels hosts a local convention attracting a large number of vehicle trips, most or all of the 370 to 420 spaces, ordinarily available at public lots in the area for parking not related to the hotels, would be occupied by visitors to the hotels.

The 530 Taylor St. parking facility (No. 7 in Figure E-12, Appendix E) is located two blocks from the Hilton Hotel, three blocks from the proposed Holiday Inn, and four blocks from the proposed Hotel Ramada. This is within easy walking distance of the Tower No. 2 and is near enough to the Hotel Ramada and Holiday Inn sites to be used if more convenient parking is not available. The Fifth St. Garage (No. 16 in Figure E-12, Appendix E) is located on Mission St. between Fourth and Fifth Sts. At Fifth St., the garage is about two and one-half blocks from the Hotel Ramada site and about four blocks from the existing Hilton Hotel and the Holiday Inn site. It is included in the list because it is used frequently by shoppers in the Market St. and southern Union Square areas, which are approximately the same distance from the garage as are the proposed hotel sites. The Garage typically has 50 to 100 vacancies, but these would probably be filled by the full build-out of Yerba Buena Center (YBC) in 1988.

The Yerba Buena Center (YBC) Final EIR (Table 56, p. 348) identified a parking deficit within the YBC area under the November 1977 Tentative Proposal of between 2,000 and 4,800 spaces by 1988. Of the Alternatives considered in the YBC FEIR, the Tentative Proposal most closely resembles the Redevelopment Plan as currently amended. This deficit would saturate available (vacant) off-street parking of 3,650 to 5,100 spaces in the South-of-Market area (outside the YBC area boundaries). After YBC buildout, therefore, essentially no parking South of Market St. spaces would remain available. Deleting the Fifth St. Garage from the

projections of parking available to hotel parkers, then, there would be about 320 long-term spaces remaining available (vacant) in the area on a typical day after development of the three hotels for parking not related to the hotels.

An analysis of parking availability and the cumulative impact of downtown development was recently completed for a 23-square-block area east of Stockton St. and north of Market St. (refer to the 101 Montgomery St. DEIR, EE 80.26). A projection was made that there would be a parking space deficit of about 3,025 spaces by 1984 (there are an estimated 500 vacancies in that area now). This new demand, plus any overflow YBC parking from the South-of-Market area and potential demand from development North of Market, which could be proposed in the future, could fill up any parking that would otherwise remain available in the vicinity of the proposed hotel developments after their construction. The competition for the then inadequate supply of parking would force a reliance on other modes of travel, notably public transit and charter buses.

Summary of Comment 143.R: Is the "storage" of tour buses and charter buses on City streets mentioned in the Hotel Ramada EIR a usual practice? What hours are they stored?

Response: The word "storage", as used on p. 123 of the EIR, is a reference to normal curbside queuing of buses in the course of their service to the hotel guests, not long-term parking on City streets by the bus companies. This activity would occur through the day, but would peak (based on data from the existing Hilton Hotel) between 1:00 and 2:00 p.m. and between 5:00 and 6:00 p.m. For clarification, the words "serve to store tour and charter buses" in that paragraph on p. 123 have been replaced with "be used to park waiting tour and charter buses".

Summary of Comments 167(p) and 223.R(a): An alternative design should be considered that would provide sufficient parking to replace parking to be removed and eliminate deficits during peak-demand periods; include discussion of carpools and van pools.

Response: The parking demands of guests at the Hilton Tower No. 2 would generally be met by unused spaces at the existing Hilton Hotel. It might technically be possible to provide adequate new parking to meet the respective parking demands of the other two hotel projects and to replace existing public parking spaces removed for their construction. Unless precluded by geotechnical and structural considerations, this could be done by further excavation on the Holiday Inn and Hotel Ramada sites to provide more underground garage space. In recognition of the compact and congested nature of the downtown area, accessibility by public transit and available public parking, no off-street parking is required for hotel uses in the C-3 districts under Section 161(c) of the City Planning Code. The Holiday Inn and Hotel Ramada each propose to build approximately the maximum 7% of gross floor area allowable for parking in the C-3 district under Section 204.5(c) of the Code. Provision of additional parking, either off- or on-site, would thus require a Conditional Use

authorization. In considering an application for such a Conditional Use, the Planning Commission must consider, under Section 157 of the Code, the following criteria:

Sec. 157. CONDITIONAL USE APPLICATIONS FOR PARKING EXCEEDING ACCESSORY AMOUNTS: ADDITIONAL CRITERIA. In considering any application for a conditional use for parking for a specific use or uses, where the amount of parking provided exceeds the amount classified as accessory parking in Section 204.5 of this Code, the City Planning Commission shall consider the following criteria in addition to those stated in Section 303(c) and elsewhere in this Code:

(a) Demonstration that trips to the use or uses to be served, and the apparent demand for additional parking, cannot be satisfied by the amount of parking classified by this Code as accessory, by transit service which exists or is likely to be provided in the foreseeable future, by car-pool arrangements, by more efficient use of existing on-street and off-street parking available in the area, and by other means;

(b) The absence of potential detrimental effects of the proposed parking upon the surrounding area, especially through unnecessary demolition of sound structures, contribution to traffic congestion, or disruption of or conflict with transit services;

(c) In the case of uses other than housing, limitation of the proposed parking to short-term occupancy by visitors rather than long-term occupancy by employees; and,

(d) Availability of the proposed parking to the general public at times when such parking is not needed to serve the use or uses for which it is primarily intended.

Policies 3 and 4 under the Downtown Transportation Plan in the Transportation Element of the City's Master Plan (Revisions adopted by CPC Resolution 7647, 20 January 1977) discourage provision of new short- or long-term parking in the Downtown Core and new long-term parking in areas just outside the Downtown Core, such as the proposed hotel sites.

The number of new vehicular trips in the downtown area expected to be generated by the development of the hotels would not immediately be increased by a greater provision for parking than is proposed, should a Conditional Use authorization for such parking be granted by the City Planning Commission. Existing public lots and garages in the area would be expected to accommodate the overflow from the hotel garages if built as proposed, so that no strong disincentive to automobile use at the hotels would result from the proposed parking. If the alternative of providing more hotel parking were adopted, future developments in the downtown area could generate more vehicle trips than they otherwise would with hotel parking left as proposed, because parking left available in public lots in the area would be an incentive for persons to drive their own cars. As available parking is reduced in the downtown area, employees who work

there and visitors would be forced to use public transit, carpools or vanpools.

As stated on p. 157, the Hotel Ramada sponsors would not preferentially allocate parking spaces to employee carpool vehicles because, in the opinion of the project sponsors, the reservation of parking for guests would discourage employee use of private vehicles.

MUNI (Cumulative)

Summary of Comments 150.R, 165(b) partial, 165(m), 254(a) and (c): The EIRs estimate that there would be very little increase in Muni patronage, except for increased ridership on the cable car lines bringing their ridership to about 90% of capacity. Muni is already crowded and outbound peak hour volumes are expected to reach 92% of capacity in 1982, where bus capacity is considered to include one standee for every two seated patrons. The impact to the Muni system seems to be underestimated because some of the more than 3,000 new tourists who would stay in the hotels would use the 38 Geary and 31 Balboa lines which stop right in front of the proposed hotels, and the north - south lines connecting the hotels with the YBC convention facilities. The cable car lines operate at capacity now - not at 84% of capacity as suggested by the report. The crowded cable cars will increase ridership on other lines serving Fisherman's Wharf. The report should mention that Muni and BART passes are sold at Citizens Savings and the Emporium in the Hallidie Plaza area.

Response: There are no available data on the fraction of Muni patronage which consists of trips by tourists.* Based on the known attractiveness to tourists of San Francisco's cable cars and information supplied by the existing Hilton Hotel on the infrequency of requests for information on the City bus system, all tourist Muni trips were allocated to the cable cars, thus giving a worst-case analysis of impacts on this vulnerable part of the Muni system. The rough estimates in the EIR accounts for about 400 outbound peak-hour employee trips on the Muni, as suggested by survey results, and 100 peak-hour cable car trips by guests. In comparison, 14 other projects approved for construction in the Center City area in the period 1980 - 1985 would produce about 7,800 new peak-hour Muni trips.

It is expected that a few hotel guests would ride the Muni buses, but the number would be negligible on a daily basis. The Moscone Convention Center is about 0.4 to 0.6 miles from the hotel sites - about a 15-minute walk. Bus headways on the Muni 30 - Stockton line, which operates on Fourth St. past the Convention Center, are about three to five minutes and the stop on Stockton St. is only two to three blocks from the proposed hotel sites.* A rough estimate of trips to the Convention Center from the proposed hotels was incorporated in the EIR as pedestrian trips. Alternative use of the Muni 30 - Stockton line would help reduce pedestrian congestion and favorably affect operating conditions at intersections for vehicles. When buses are congested at peak hour, use of the 30-Stockton line by hotel guests would probably not be measurable, because it would be faster and easier to walk to and from the Convention Center.

The cable-car-line-capacity estimate is based on a recommended loading per car, which allows for some standing patrons but not a "packed" condition. The reported peak-hour ridership represents an average over the peak hour during the 4:00 to 6:00 p.m. period. Loading may currently exceed the recommended capacity for periods of the day at certain downtown locations. The planned renovation of the cable car system would provide a total of about 62 cars in operation by 1983 - 84. This would represent nearly a 50% increase over the number of cars currently in service.* Should the cable car capacity not be increased and the existing peak-of-the-peak conditions spread over a longer time due to the new hotel-generated ridership on the cable cars, then ridership on the 19 Polk and other Muni lines serving the same areas as those served by the Powell St. cable car lines would be expected to increase.

Muni passes, but not BART passes, are sold at the downtown Emporium, on the last five working days of the month. Citizen Savings does not currently sell transit passes.

*Susan Chelone, Muni Planning, telephone communications, 12 and 15 December 1980.

Summary of Comment 254(b): The ridership of the cable cars is calculated as producing a loss for the City. The loss is calculated at the average loss per rider. Since the cable system costs more per rider, the loss should be adjusted upwards. It is estimated that the hotels will increase ridership of the cable cars by almost 100 during the peak hour.

Response: The systemwide per-paid-passenger deficit stated in the last paragraph on p. 99 of the Ramada DEIR includes the passenger deficit attributable to cable cars. The deficit is estimated by using a weighted average which is based on the relative importance of all four modes of the Muni transit system. The four modes are motor buses, street cars, trolley buses, and cable cars; the cable cars carry the smallest proportion of passenger service, comprising about 7% to 8% of all service, and travel the smallest proportion of total passenger miles.

Therefore, the per-paid-passenger deficit used in the EIR does reflect the systemwide cost of providing cable car service to the new hotel guests. The present accounting procedures of the Muni do not provide estimates of per-paid-passenger deficits for individual transit modes (D. Cole, Grants Officer, San Francisco Municipal Railway, telephone communication, 21 January 1981).

Additional project-generated revenues, which would accrue to the City's General Fund, are expected to cover the Muni fare deficit attributable to the proposed project (see p. 100).

Truck Loading Docks

Summary of Comments 52.R, 165(k), 174.R, 175.R, 179.R, 193.R and 252: In the proposed Hotel Ramada design, the loading docks would be placed immediately adjacent to the living quarters of the 124 Mason St. apartments. The report says that the docks are not long enough to accommodate some of the trucks,

which would block the sidewalk when docked. Free access of the residents to vehicles at curbside in front of the apartments and the Olympic Hotel would be impeded or obstructed. Residents will be inconvenienced, and there is a potential for injury, particularly to senior citizens. The EIR must adequately analyze these impacts and should describe an alternative location for the truck ramps and garage ramps.

Response: There would be about 30 delivery and service vehicles each weekday, principally trucks or delivery vans. The truck docks would be separated from 124 Mason St. by a four-hour concrete fire wall, which would provide some acoustical insulation. The docks would be quiet, except when trucks actively enter or leave the loading areas. At most, two or three of these 30 vehicles per day would be tractor-trailer rigs longer than the depth of the dock, so that the cab of the tractor would protrude onto the sidewalk. If the truck bay depth were to be 48 ft., pedestrians would have to walk around the cab of the trucks, perhaps stepping off the sidewalk into the curb lane of Mason St. to get around the obstacle. Tractor-trailer rigs trucks are principally used to deliver exhibits for trade shows. The Hotel Ramada does not expect to host many trade shows because its proposed ballroom space would not be large in comparison to that of the Hilton Hotel and other existing major hotels. The project sponsor has agreed to enlarge one of the truck loading areas. The following item has been added to Table 26 at the top of the first column on p. 158: "One of the three proposed truck loading bays would be increased from 48 ft. in depth to 60 to 65 ft. to accommodate tractor-trailer trucks." With a truck bay depth of 60 to 65 ft., tractor-trailer rigs might protrude slightly onto the sidewalk, but pedestrians would not have to walk into the street to get around them.

The location of the truck docks and garage ramps, reviewed by the Transportation Planning Section, was selected to minimize conflicts with the vehicular traffic generated by the Hilton Hotel and proposed Holiday Inn on Ellis St. Because Mason St. slopes down to the south, the docks were sited where the slope would permit backing and turning movements into the docks. The Mason St. sidewalks currently have less pedestrian traffic than Eddy or Ellis Sts. Table 15, p. 115, and Table F-2, p. 228, list pedestrian trips on these streets. Relocation of the proposed truck docks, would not avoid the problems of pedestrian - truck conflicts.

Bicycles

Summary of Comment 151.R: The indication that bicycle facilities will be provided for employees prompts the question of bicycle routes for the bike commuter in the central business district. The dangers of bike travel in mixed traffic may need to be addressed.

Response: Downtown streets proposed for bicycle commute routes by the City's Department of Public Works are Post and Geary Sts., Kearny and Montgomery Sts., Market St., New Montgomery and Third Sts., Howard and Folsom Sts., and Ninth and Tenth Sts. The proposal is in the form of a suggested amendment to the Transportation Element of the City Comprehensive Plan and is currently under review by the Department of City Planning. The principal provision would be maintenance of a smooth, safe

surface along these routes. There would be no effective separation of bicycle and motor vehicle traffic. None of the employees responding to the Hilton Hotel employee transportation survey (see Table 16, p. 108 of the Hilton EIR, EE 79.257) reported travelling to and from work by bicycle, so few bicycle commuters would be anticipated at the Hotel Ramada.

Mitigation Measures

Summary of Comment 167(o): The hotels would result in increased foot traffic. Therefore, the project sponsors should provide street cleaning services employing residents. The hotels should also provide public restrooms.

Response: In the opinion of the project sponsors, the Hotel Ramada would not generate litter to make additional private street cleaning necessary. Hotel guests would have access to restrooms within the hotel. Implementation of the suggested measures would not mitigate any impact of the proposed development and so are not proposed as part of the project.

Summary of Comments 1(a), 223.R(c) and 253(c): As an alternative to the project, some innovative way of dealing with the impact of cars, buses and other forms of transportation in the area, other than just changing the streets, should be examined. Centralized designs for taxi, charter and tour bus, and automobile parking and loading areas for all three hotels that would mitigate their cumulative impact should be discussed.

Response: Designs for each of the three proposed hotels make some provision for off-street loading of automobile taxis and service vehicles. However, curbside queuing of tour and charter buses, taxis and service vehicles would occur. For example, although the proposed Hilton Tower No. 2 would front on transit-preferential O'Farrell St., the proposed porte cochere should eliminate on-street loading (and curbside queuing) on that street; taxis would be queued on Taylor St. Charter and tour loading would be moved from O'Farrell St., a transit-preferential street, to Mason St. The proposed Hotel Ramada and Holiday Inn designs allow for off-street loading of cars, taxis and buses. Designs which provide for removal of loading operations from curbside do not reduce the number of vehicle trips made to the peripheries of the hotel sites. Additional vehicle - pedestrian conflicts would be introduced in sidewalks crossed by driveways, which are required by the design provision of off-street loading facilities.

The number of vehicle trips would not be noticeably reduced by centralizing parking and loading facilities, only some of the tour bus traffic among the hotels could be eliminated. Pedestrian travel would increase and could conflict with vehicular traffic across sidewalks peripheral to the centralized facility. A baggage handling system to service the three hotels would have to be devised. Such a system would either have to be subsurface (with potential construction impacts and street disruption), elevated above the streets (with potential visual impacts), or by cart on the sidewalks (with potential conflicts with pedestrians). It is doubtful, therefore, that design considerations of a proposed centralized parking/loading facility could avoid the compromises inherent in the present designs of the individual hotel projects. Unless

built within one of the proposed hotels (and thus substantially reducing the amount of floor area available for guest rooms in that hotel), centralized parking/loading facility would require additional land - perhaps most of a block. The parcel would have to be situated north of Market St. within a block or two of each of the hotels to allow for the movement of baggage. Buildings could have to be demolished or parking lots lost to provide a site for the facility.

The amount of parking to be provided at the proposed hotels is consistent with the City Planning Code, which limits parking availability of downtown area developments (see also the last Response under Parking, pp. 237 - 238). This policy of the City discourages automobile use and encourages transit use. The proposed hotel sites are situated within a few blocks of the Market St. corridor's extensive transit facilities.

AIR QUALITY

General Air Quality

Summary of Comments 2, 145(c), 146, 160(c) partial, 165(f), 166(d) partial, 256 and 264(d) partial: Cumulative hotel development would add to local and regional accumulations of carbon monoxide, hydrocarbons, nitrogen oxides and particulates. What would be the impact of CO levels in excess of state standards after the hotels are completed? Some innovative ways may be needed to deal with this impact. Increased bus traffic is of special concern because buses are such polluters. If a rehabilitation center is built, patrons with respiratory problems would be vulnerable to the degradation of local air quality. How would CO levels affect residents with respiratory problems? What would be the CO level if there were no vehicle emissions controls?

Response: The contributions of the Hotel Ramada to regional emissions of carbon monoxide, hydrocarbons and nitrogen oxides are given in tons per day in Table 23 on p. 132. The last sentence on p. 133 states: "During adverse meteorological conditions such as inversions, such accumulations can be great enough to constitute a health hazard." The "such accumulations" refers to regional accumulations. These regional accumulations currently create health hazards during a few days every year. Cumulative hotel emissions of hydrocarbons, nitrogen oxides and particulates in 1982 would add less than 0.05% to regional concentrations of these pollutants, and would not create health hazards on a local scale.

Local carbon monoxide (CO) concentrations would be lower after the hotels are completed than they are now. As newer, smaller, more fuel-efficient cars replace older cars without emission controls, the amount of pollutants produced by the current fleet of cars is decreasing. This process would be expected to continue to some extent without government controls; since controls are in effect, consideration of a situation without them would be hypothetical. The assumption of continued government controls is consistent with the existing situation, and allows calculation of the rate of pollutant reduction. Under the projected worst-case, which assumes poor dispersion and includes emissions from increased bus traffic, the only CO levels that would continue to exceed

state standards are the peak eight-hour levels along Ellis St. between Taylor and Mason Sts. (Table 36, p. 136 of the Hilton EIR). The 9.0 parts per million (ppm) standard would be exceeded by a projected 0.17 ppm. CO concentrations cause no known adverse health effects until the concentration reaches 15 ppm or greater. At this concentration some people, particularly those with respiratory problems, may experience headaches. CO concentrations of 50 ppm or greater would cause dizziness (Stanford Research Institute, 1974, Present and Prospective San Francisco Bay Area Air Quality). Worst-case peak-hour roadside CO concentrations generated by traffic from all three fully developed hotels as well as by all other local traffic would not be more than 18.52 ppm in 1982 (Table 36, p. 136 of the Hilton EIR).

Summary of Comment 145(b): Would building smaller hotels improve the air quality problem? How much smaller would the hotels need to be in order to have no change at all in air quality?

Response: Construction particulate (dust) generation varies with the size of the site under construction and with the duration of the construction period. Construction would generate approximately 1.2 tons of dust per month per acre of activity (U.S. Environmental Protection Agency (U.S. EPA), 1975, Compilation of Air Pollutant Emission Factors, Supplement #5, p. 11.2.4-1), an amount large enough in any case to impair local air quality. Reducing the size of the hotels would not reduce construction particulate emissions unless the sizes of the sites were reduced.

The combined carbon monoxide (CO) produced by traffic associated with all three new hotel projects in the area (Hilton Tower No. 2, Hotel Ramada and the Holiday Inn) would add about 3% to 7% to CO concentrations projected to be present in the area in 1982 without the hotel projects (1982 base case), depending upon street location and averaging time (see Table 24, p. 133 in the Ramada EIR). Two of the hotels alone would increase base-case local CO concentrations by 2% to 5%. One hotel alone would increase base case concentrations by 1% to 2.5%. Although reducing the size of each of the three hotels by one-third would not have an equivalent effect to removing one full-sized hotel from the group of three planned for the area, the comparison could serve as a rough order of magnitude estimate of the effects on CO concentrations of hotel size reduction.

Air Quality at Proposed Park

Summary of Comment 145(a): On p. 132 there is no discussion of air quality in the park being planned nearby. People using the park would be seniors, handicapped, and there could be some people with lung problems.

Response: The park proposed for the area is planned to extend the width of a city block from Eddy St. to Ellis St. along Jones St. Proposition J money has been appropriated to establish this park, acquisition of the land for it is nearly complete, and the selection process for the park developer has begun (Laurie Share, Mayor's Office of Community Development, telephone communication, 19 November 1980, and Richard Livingston, President, North of Market Planning Coalition, telephone communication, 20 November 1980).

The air quality at this park would be affected by traffic on Ellis, Eddy and Jones Sts. Table C below shows estimated worst-case carbon monoxide (CO) concentrations at the approximate center of the park due to contributions from these three streets. The "worst-case" assumes poor pollutant dispersion, no intervening shrubbery, and that traffic on Ellis and Eddy Sts. would be the same near the park as it would be near the proposed hotels at full buildout. CO concentrations would be up to 0.5 ppm greater along the roadsides than at the interior of the park. CO concentrations at the two intersections could be up to 1.0 ppm greater than at the interior of the park. CO concentrations at the park would be less in 1982 with hotel development than the estimated 1980 levels because of federal and state mandated auto emissions controls. Peak eight-hour CO concentrations at the intersections could exceed state standards.

TABLE C: WORST-CASE CO CONCENTRATIONS - TENDERLOIN PARK

Averaging Time	Concentration* (ppm)**		
	1980	1982 Without Hotels	1982 With Hotels
Evening Peak 1-Hour (Standard = 35 ppm)	17.3	15.5	15.9
Highest 8-Hour Average (Standard = 9 ppm)	9.1***	8.0	8.1

*Roadway-generated concentrations were added to "background" concentrations (contributions from upwind sources). Background concentrations were taken as 14.4 ppm for one hour and 8.3 ppm for eight hours in 1980, and 12.7 ppm for one hour and 7.3 ppm for eight hours in 1982, based on the average of the past three annual second-highest values monitored and adjusted for 1982.

**parts per million

***This value would exceed the applicable standard.

SOURCE: Environmental Science Associates, Inc.

Amounts of CO, as well as dust, could be reduced in the interior of the park if trees and shrubbery are planted around the edges of the park. Placing park benches well inside the park, away from the streets, would also reduce the exposure of park users to pollutants. None of these worst-case concentrations is a health hazard, although some people could get headaches if exposed to worst-case conditions of the evening peak traffic hour. The Recreation and Park Commission would be responsible for the implementation of mitigation measures (North of Market Planning Coalition, February 1980, Research Papers on San Francisco's Tenderloin Neighborhood).

Air Quality During Construction

Summary of Comments 56.R, 61.R(a), 97(b), 103(a), 165(c), 180.R, 181.R, and 255(a): The Air Quality Impact section indicates that during the two-year construction period, particulate (dust) emissions could reach 69 times the State 24-hour standard without mitigation (e.g., watering the site), and that with mitigation, particulate emissions could be reduced to only 35 times what the State considers to be proper and safe. The only means of ventilation in neighboring buildings is to open the windows. Maria Manor residents have an average age of over 70 years. What would be the specific local impacts of dust generation 35 to 69 times the State standard? What specifically would be the "health hazard" mentioned on p. 130? How would this affect senior citizens with respiratory problems? Would all of their personal belongings be covered with dust for two years?

Response: Dust would not be generated at the rates quoted above for the entire two years planned for construction. Page 130 states, "Without mitigation, this rate could result in a worst-case 24-hour concentration of approximately 6,900 micrograms per cubic meter ($\mu\text{g}/\text{m}^3$) at and adjacent to the site during the excavation and earthmoving phases." Table 2, p. 23 shows that excavation and foundation-laying would be completed in three months. Excavation and earthmoving alone, therefore, would take less than three months. Once earthmoving is complete and the foundations are laid, the site would be covered, and dust generation due to construction activity would be reduced to levels comparable to those which exist as a result of normal daily city activity.

A paragraph has been added to p. 130 to read:

If the construction site is watered regularly, reducing air-borne dust particles by 50%, and the excavation and earthmoving phases of construction take no more than three months as planned (Table 2, p. 23) temporary (three months) worst-case impacts to neighboring sites would include a thin layer of dust on parked cars, sidewalks, streets and nearby outdoor surfaces; a thin layer of dust on indoor surfaces where open windows adjacent to the site are not protected by fine mesh screens or heavy curtains; and reduction of sunlight and visibility. A small fraction (amount depends on soil type) of construction-generated particulates are small-size particulates (less than 30 microns in diameter). Small-size particulates generated during the excavation and earthmoving phase could inflame bronchial passages and aggravate allergies./la/ Once the foundations have been laid and the site covered, dust generated by construction activities would be reduced to levels comparable to those which exist as a result of normal daily city activity."

/la/ Stanford Research Institute, 1974, Present and Prospective San Francisco Bay Area Air Quality."

Mitigation Measures

Summary of Comments 61.R(b), 166(d) partial, 167(m) partial, 188.R, 227(c) and 255(b): Concerning the discussion of dust generation on p. 130 and its

possible health effects on residents living near the construction sites, sites should be watered frequently. What would be adequate health safety measures? Should tenants of buildings adjacent to the construction site be provided with storm windows, air conditioning, screens or air purifiers? Will some senior citizens have to be relocated during the two years of construction to prevent serious illness or death? Who would pay for these measures? We estimate that the total cost of mitigation measures for the 119 seniors in Maria Manor is \$30,000.

Response: The period of dust generation above standards would be the excavation and foundation-laying phase of construction (about three months for the Hotel Ramada as described in the preceding Response). For residents without respiratory illness, adequate health-safety measures for dust exposure during this period, as well as for succeeding construction phases, would be watering the construction site frequently, sweeping spilled dirt from the streets, and covering loads in spoils-loaded trucks before departure. These measures are proposed as part of the project as stated in Table 26 under "Air Quality" on p. 158 and "Geology" on p. 161.

The Hotel Ramada project sponsors have agreed to the following, which has been added to Table 26 at the bottom of the first column under "Air Quality" on p. 158 in the Ramada EIR. "The project sponsor would supply air purifiers for the duration of the construction period to those permanent residents of the 124 Mason St. apartments and Olympic Hotel, located on the same block as the site, who before commencement of construction, provide written certification from a physician that they have a respiratory illness." Mitigation measures for the Maria Manor are discussed in the Holiday Inn EIR, EE 79.283.

NOISE AND VIBRATION

Construction Noise

Summary of Comments 51.R, 57.R and 183.R(b): On p. 136 the EIR points out that if maximum traffic and powered-construction-equipment use occurred simultaneously, the noise would be 89 dBA at the Olympic Hotel and 124 Mason St. The EIR also indicates that the levels would reach 77 dBA with windows closed in the two buildings during the use of powered construction equipment; this is the equivalent of being in a garbage disposal or next to a pneumatic drill. With windows closed during construction, it will be as if you are next to an automatic jack or near a garbage disposal. Those are the sounds you would hear day and night.

The Hotel Ramada will encircle the Olympic Hotel and 124 Mason St. on three sides. Construction noise will make tenants of those buildings move out.

Response: Page 136 states that maximum traffic noise and powered construction equipment would generate approximately 89 dBA at the building nearest the site. This is an exterior, not an interior, noise level. Inside, with the windows open, the noise level would be approximately 10 dBA lower, or 79 dBA. The following underscored material has been added to p. 136:

When maximum traffic noise and maximum powered construction equipment noise occurred simultaneously, the noise level would increase by 3 dBA over that of the maximum traffic noise alone, and would generate an exterior noise level of 89 dBA at the outside wall of the building nearest the site. Inside, with the windows open, the noise level would be approximately 10 dBA lower, or 79 dBA.

Page 136 contains an arithmetic error. Maximum indoor noise levels in the Olympic Hotel and in 124 Mason St. with windows closed would be approximately 74 dBA. The figure "77" on p. 136 has been corrected to read "74".

The 74 dBA maximum indoor noise level for the Olympic Hotel and for 124 Mason St., as well as the indoor level of 65 to 70 dBA for the buildings across the street, should be interpreted as worst-case peak levels, not as 24-hour background noise levels. The last sentence on p. 136 beginning "Normal speech..." has been deleted and replaced with a paragraph explaining how the worst-case peak levels were derived.

The noise of construction could cause guests at the Olympic Hotel and tenants at 124 Mason St. to move. Construction activity would not occur at night. The decision to move would depend on the sensitivity of the individual to construction noise and the availability elsewhere of comparable hotel rooms or apartment space.

Summary of Comment 165(d): Construction noise will make conversation in the immediate area impossible.

Response: During the driving of soldier beams and the use of powered construction equipment, noise would make conversation and sleep difficult in the vicinity of the construction sites.

Piledriving Noise and Vibration

Summary of Comments 58.R, 182.R, 189.R and 190.R: Page 136 of the EIR states that: "Vibrations [from piledriving] could damage adjacent older buildings." There is no analysis of how much vibration there would be due to piledriving, or of what damage would occur. The EIR should contain a structural analysis of the existing buildings and the nature and effect of the damage caused by the vibrations. The EIR also states that predrilling might be done, but it doesn't specify the conditions for this. Vibration standards should be set.

Response: When the DEIR was prepared, no geotechnical analysis had been done. On the basis of the preliminary Harding-Lawson geotechnical investigation, which became available in November 1980, the project structural engineer has concluded that driven piles would not be necessary to provide stable foundations, so no piledriving would occur. Some soldier-beam driving may be necessary as part of the shoring system for the excavation walls, but soldier beams adjacent to the Olympic Hotel and to 124 Mason St. would be placed without the use of an impact-type driver (see the following Response). The period of soldier-beam driving would be shorter than that for piledriving, probably about two to three weeks, and less vibration would result.

The two sentences at the top of p. 136 of the EIR have been deleted. A paragraph has been added on p. 135 to reflect the new information.

The predrilling, mentioned in the mitigation measure in the second column on p. 150, refers to predrilling the holes for driven piles in order to reduce noise impacts from piledriving. As driven piles would not be required, the measure has been deleted.

Summary of Comment 183.R(a): On p. 136, the EIR points out that the use of an impact-type pile driver would be in violation of the City Noise Ordinance. The EIR goes on to say that the Department of Public Works allows piledriving under certain conditions. In view of the impact on residents of the existing Olympic Hotel and 124 Mason St. apartments, the EIR should state what the conditions are and what would be the effect.

Response: The soils engineering report (Harding-Lawson Associates) has determined that soil conditions are suitable for a shallow foundation, and therefore that piledriving would not be necessary. Excavation walls would require shoring up. Should soldier beams and lagging be used, some soldier beams would be driven with an impact-type diesel driver. The first two paragraphs on pp. 134 to 135, of Section IV.H., have been replaced with the alternative information.

The Department of Public Works would specify soldier-beam driving conditions after it had: 1) performed a site inspection; 2) taken a district survey to determine what hours there would be the minimum number of people affected; 3) met with the project sponsor and the contractor. Measures (1) and (2) would be the basis for a decision on the hours to which soldier-beam driving would be restricted. Out of measure (3) would develop a specification of muffling techniques to be applied (C. Brady, Senior Mechanical Engineer, San Francisco Department of Public Works, telephone communication, 20 November 1980). The last three sentences of the first full paragraph on p. 136 of the EIR, beginning "To date, ...", have been replaced with updated information.

General Noise Levels

Summary of Comments 33, 97(a), 103(b), 160(c) partial, 165(b) partial and 208: The constant noise of the streets, particularly at night, people crying for help, the noise of congested traffic, rumbling buses, cars racing down the street, ambulance, police and fire sirens, all have an effect on the people. The luxury hotels will bring an increase in these noises and disturbances, and contribute to an increase of stress and tension in people's lives.

Response: Street noise peak levels, such as passing motorcycles, buses and sirens, are characteristic of city development and activity. These noises do and will continue to cause sleep interference, task interference and annoyance. The Ramada EIR (pp. 138-139) states that hotel traffic from each hotel alone would add the imperceptible amount of 2 dBA to background traffic noise. Cumulative development of the Hilton, Ramada, and Holiday Inn would add a perceptible increase (approximately a 5 dBA addition to existing traffic noise levels), primarily due to charter bus traffic. This impact would be confined almost entirely to daytime

traffic. Nighttime noises indigenous to the city environment would not be noticeably influenced by the hotel activity.

The projected 24-hour-averaged street noise level (L_{dn}) after full development of the three hotels would be between 56 dBA and 72 dBA. The Environmental Protection Agency (EPA) has identified the 24-hour-averaged noise level (L_{dn}) of 76 dBA as the maximum environmental noise level "requisite to protect public health and welfare with an adequate margin of safety" (U.S. Environmental Protection Agency (U.S. EPA), Office of Noise Abatement and Control, March 1974, Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety, 550/9-784-004). Based on the EPA study, street noise levels after full hotel development in the area would not endanger the health of residents (i.e., would not contribute to deafness or nervous disorders).

Mitigation Measures

Summary of Comment 191.R: The specifics of the program mentioned on p. 159 to alleviate the impacts of noise from piledriving on nearby residents confined to their homes should be set forth so they can be evaluated.

Response: The geotechnical report prepared by Harding-Lawson Associates in November 1980 has determined that soil conditions are suitable for a shallow foundation. Piledriving, therefore, would not be necessary to provide stable foundations and would not be done (see the second Response on pp. 248 - 249). Since piledriving is not now proposed, no program to alleviate its noise impacts is proposed. The two items in the second column on p. 159 of Table 26 of the Ramada DEIR have been deleted.

Summary of Comment 184.R: According to the EIR, the mechanical equipment and its location have not been chosen. If the mechanical equipment is on the fourth-story roof, the constant noise will disturb the residents of the Olympic Hotel and 124 Mason St.

Response: Most of the Hotel Ramada mechanical equipment would be located on the basement levels as shown in Figures 3 and 4 on pp. 12 and 13, respectively, of the EIR. This equipment would be inaudible in the Olympic Hotel and 124 Mason St. The cooling towers would be on the roof of the four-story base building at the corner of Eddy and Mason Sts. The sounds of the cooling towers, which would be similar to that of running water, would probably be audible at night in 124 Mason St. apartments with windows open. The cooling tower noise would conform to the nighttime limits of the San Francisco Noise Ordinance, Section 2909 and so would not exceed 60 dBA at the 124 Mason St. property line. Baffling and screening would be used to reduce noise from the cooling towers.

Summary of Comments 167(m) partial and 282.H: The hotel construction would increase noise. Therefore, construction should begin after 8:00 a.m. Because of the age of many nearby residents and their need for sleep, we request that excavation and soldier beam driving be limited to daylight hours after 9 a.m.

Response : Specific hours for soldier beam driving at the site would be set by the Department of Public Works, as required by the San Francisco Noise Ordinance, after the Department has conducted a survey of the neighborhood, read the appropriate sections of this EIR, and consulted with the project sponsor (see the second Response under Piledriving Noise and Vibration, p. 249). The Hotel Ramada project sponsor has agreed not to begin construction activities before 7:00 a.m., as stated in Table 26 in the first item on p. 159 of the EIR. The following item has been added to the third column of Table 26 on p. 159: "The project sponsor would not agree to wait to begin construction activities until after 8:00 or 9:00 a.m."

ENERGY USE

Summary of Comment 43.R(a): Energy consumption is not addressed in any detail.

Response: The existing and probable future sources of energy are discussed on p. 62. Estimates of construction energy, and annual energy use are presented on pp. 140 - 144. This discussion includes a brief description of the major energy-using components of the structure and daily and annual demand curves for electricity and natural gas. Mitigation measures regarding energy use are presented on p. 160 of the EIR. The level of detail in the energy discussion conforms to the specifications of both the State of California and the City of San Francisco EIR Guidelines (as amended, 1980). Both documents are explicit with respect to energy evaluation.

Summary of Comment 43.R(b): The State standards referred to in the EIR are based on the Ashrae Standard 90 - 75, which was written in 1975. Things have advanced since that time. A more realistic basis for what an energy-efficient building should use is the Federal performance standard for nonresidential buildings issued in the Department of Energy's [DOE] Notice of Proposed Rulemaking in November 1979.

Response: The original State standards for new residential structures were based on the Ashrae standards referred to by the commentator. The Standards have been and are undergoing continual revisions, both as a result of changes in the law and to increase building efficiency in a cost-effective manner. Major revisions were accomplished on 19 July 1978 and the State Energy Commission is in the process of reviewing new, even more energy-efficient ("energy budget") standards for new residential structures less than four stories tall. Studies for new residential high-rise structures are only in the very early stages of evaluation by the State Energy Commission, which is charged by law to proposed cost-effective regulations. As noted in the following Response, preparation of revisions of the standards is a complex and time-consuming matter, and it will not be possible to tell if the Hotel Ramada would conform to them for many months.

The DOE proposed standards were published primarily to elicit comments from the interested public. They did not include even a conceptual enforcement plan. The public comments received on the proposed standards

have been extensive and critical, and the proposed standards have been withdrawn for complete revision (D. Holtz, San Francisco Office of Special Counsel, Federal Department of Energy, telephone communication 19 January 1981). Aside from the preliminary and uncertain nature of these standards, the concept of applying a nonresidential building standard to a residential building use, such as a hotel, is unsound. Nonresidential buildings are occupied primarily during the day; residential buildings are occupied during the day and at night. Nonresidential buildings have a great deal of heat-producing electrical equipment and a high occupancy rate which combine to produce so much internal heat that they must be air-conditioned yeararound. Residential buildings, on the other hand, have much lower occupancies and must be heated during the cooler evening hours which makes space heating the primary energy use. Nonresidential buildings have very low demands for hot water, refrigeration, clothes drying and cooking; residential buildings have relatively high demands for these energy uses. In short, it is impractical to apply a nonresidential building standard to the Hotel Ramada.

Summary of Comments 43.R(c) and 258(b): The proposed DOE standards call for an energy consumption of 150 kBtu/yr per square foot for hotels in San Francisco. In comparison, the Ramada Hotel will consume 385k Btu/yr per square foot. The proposed hotel is not as energy efficient as it could be.

Response: The number 150 kBtu per square foot per year is the proposed standard which would apply to the Hotel Ramada if this portion of the DOE standards is not revised. It is not clear how the person commenting arrived at the estimate of the 385 kBtu per year per square foot; however, his computation may have involved the use of natural gas consumption figures presented in the EIR, which were incorrect due to a decimal error. The second sentence of the last paragraph on p. 4 has been revised to read as follows: "... and about 11.0 million cubic feet of natural gas per year...". The first sentence of the last paragraph of p. 141 - 2 has been revised to read as follows: "The project would require about 11.0 million cu. ft. of natural gas per year (12.0 billion Btu at-source) ... about 54 Btu's per sq. ft. per day". The first sentence of the second paragraph on p. 164 has been revised as follows: "... and about 11.0 million cu. ft. of natural gas per year."

If the corrected projections of energy use (in Btus) are divided by the number of square feet in the Hotel Ramada, the resulting number is about 220 kBtu per year per square foot. This computation, however, is not sufficient to determine whether or not the structure would conform to the proposed DOE standard. For example, the Hotel Ramada would include two restaurants, a health club, a bar and grill and a ballroom. The proposed DOE standards did not include restaurants, although they indicated the intention to do so later. It is also not clear what standards (if any) would apply to the other uses outlined. Further, the proposed standards apply to a particular set of assumptions about the operation of the structure (e.g., occupancy rates, hours of operation, etc.), which may not apply strictly to the Hotel Ramada. It would require a regulatory computer model of the Hotel Ramada to estimate whether or it would meet the proposed standards under DOE operation assumptions. The DOE has not yet certified any computer program to be in conformance with its operation

assumptions. Thus, it is impossible to tell at this time if the Hotel Ramada would conform to the proposed DOE standards. It is also impossible to say when such a determination could be made.

Similarly, the California Energy Commission is in the very early stages of preparing standards (S. Jones, California Energy Commission, telephone communication, 18 December 1980) for residential high-rise structures (see the preceding Response) and it is impossible to determine if the Hotel Ramada would conform to its proposed standards.

Summary of Comment 44.R(a): The EIR does not give enough detail about building design to describe what extra conservation measures are needed.

Response: The Hotel Ramada is in the early design stages and details of the design have not yet been prepared. Solar collectors would be used for the heating of water (see p. 160). Even if more-detailed plans were available, it is not generally possible to state that a particular measure might result in an energy savings. The complex nature of the energy characteristics of the Hotel Ramada are such that the energy implications of a proposed conservation measure would have to be evaluated by a computer model to determine if a savings would actually result. At the point when the design has advanced sufficiently to be evaluated in a computer model, the process of evaluating various energy using systems by computer would be performed to determine the system which would be selected.

The following mitigation measure has been added to Table 26 on p. 160 of the EIR under the column "Measures to be Included in the Project":

- The design of the proposed energy-using systems would be selected from among a variety of energy-efficient systems which have been compared by a computer model of the structure. A primary factor in the selection would be the energy efficiency of the system. The goal would be to select a system which would use 150k Btu per square foot per year or less, if possible.

Summary of Comments 44.R(b) and 283.R: An alternative design that would substantially reduce the consumption of energy closer to the proposed new DOE standards and cause no increase in life cycle costs or change in amenities should be considered.

Response: It is not clear what the new DOE standards will ultimately be or when it will be possible to evaluate a particular building design with respect to them (see the Responses to Comments 43(c) and 258(b), p. 252).

Summary of Comments 104.R and 258.R(a): The long-term impacts of the demand for additional power plants created by the project should be mentioned.

Response: The project is part of a cumulative region-wide trend towards an increase in demand for electricity. In the short term, this trend is to be met by additional large, central power plants using nonrenewable fuels as outlined on p. 62. In the long term, the trend is likely to be met by conservation, and by the use of small-scale, local, renewable

energy resources (assuming the existing policies at the federal and state level are pursued). For example, the federal requirement (D. Holtz, San Francisco Office of Special Counsel, Federal Department of Energy, telephone communication, 19 January 1981) that public utilities purchase electric power from anyone in their service area who offers it for sale is likely to increase the number of small-scale wind and hydroelectric power-generating facilities, and possibly the number of photo-electric facilities (assuming an advance in photo-electric technology). The anticipated environmental impacts of supplying this energy would be those of retrofitting an existing small dam with one of the newly-developed low-head hydroelectric turbines or of constructing local, residential-scale wind-powered turbines, for example.

Alternatives: Energy Use

Summary of Comments 223.R(b) and 259.R: Different energy-efficient alternatives should be examined.

Response: An alternative hotel design which would use primarily renewable energy resources on the Hotel Ramada site would consist of a series of properly-spaced two- to three-story structures, constructed with the long axes in an east-west direction. Solar energy would be used to provide the majority of the needs for hot water, space heating and air conditioning (by using absorption chillers). Conventional energy systems using nonrenewable energy resources would provide back-up energy needs. Such an alternative would provide fewer than 200 guest rooms and, therefore, would not meet the project's objectives of providing 1,000 guest rooms, plus restaurant and meeting room facilities for convention use. It is not considered economically feasible by the project sponsor.

Alternative building system designs to meet some of the proposed structure's energy needs using nonrenewable energy resources in an efficient manner, would be evaluated by computer following the detailed design of the structure (see Response to Comment No. 44(a), p. 253).

GEOLOGY AND HYDROLOGY

Summary of Comments 59.R, 185.R and 192.R: Under subsection J., Geology, Seismicity and Hydrology, p. 145, it is indicated that a shoring system would be necessary to support the excavation pit. Inasmuch as the two existing residential buildings on the block, the Olympic Hotel and 124 Mason St., will be the only ones affected by such a system and a large portion of the block will be excavated, there should be full documentation in the EIR of the shoring proposed and whether any qualified experts have determined that such shoring is feasible. Appropriate financial arrangements should be made to protect the owner of the existing buildings from damages caused by excavation and other construction.

Response: When the DEIR was prepared, no geotechnical investigation had been done. A preliminary geotechnical investigation, prepared by Harding-Lawson Associates, became available in November 1980. The report did not investigate the type of underpinning system required for the

existing structures. However, the developer has indicated that the underpinning system would be designed and constructed based on the design of the existing buildings and the recommendations of the geotechnical consultants. Page 145 has been revised to add information on underpinning, shoring and the posting of a 'Faithful Performance and Payment Bond.'

The following item has been added to Table 26 in the first column on p. 160 under GEOLOGY: "the project sponsor would require the construction subcontractor to obtain a Faithful Performance and Payment Bond from a registered California Surety Company guaranteeing completion of work and compensation for any damages to existing buildings, and to have liability insurance to provide additional protection for the buildings' owner and occupants."

Summary of Comments 60.R, 186.R and 187.R: Dewatering could cause settlement and damage the existing buildings. The possible effects of dewatering on the existing structures and the extent of potential settlement were not adequately studied or addressed. The EIR should consider the feasibility of requiring a surety bond to protect the owner of the existing buildings on the block from effects due to dewatering.

Response: The DEIR included the possibility that dewatering would be required, and discussed the possible effects of dewatering on existing buildings. The preliminary geotechnical investigation (Harding-Lawson Associates, 1980) has determined that extensive dewatering would not be required for the Hotel Ramada construction. The last paragraph on p. 146 and the first two paragraphs on p. 147 of the EIR have been deleted. Updated information on dewatering has been added on pp. 146 - 147. For information on the "Performance Bond," see the preceding Response.

ALTERNATIVES

Housing

Summary of Comment 63.R, 64.R, 197.R: The design evaluated as Alternative C on p. 171 of the EIR, which would include 40 one-bedroom apartments renting for \$1,500 per month, is totally unrealistic. Tenants would not pay \$1,500 per month to rent a 600-sq. ft. apartment in the area in question. An alternative that should be incorporated into the EIR is one where the apartments use a more realistic ratio of units to land cost. One-hundred sixty units is more reasonable than 40 units, resulting in attractive rents and the feasibility of proper management.

Response: The \$1,500 per month rental cost estimated for the 40 apartment units discussed in Alternative C was based on a 10% return on investment, given anticipated land and building costs. The project sponsor is in agreement with the comment that there would be no market for such units in the Tenderloin. This point is presented on p. 175 as one of the reasons the project sponsor has not elected to propose this alternative as the project. Numerous alternative designs could be incorporating various numbers of tourist hotel rooms and residential units, but it is not

economically feasible to build 160 or any number of low- or moderate-cost housing units on this site unless the units are subsidized. The project sponsor has agreed to participate financially in a UDAG program for the rehabilitation of 480 - 485 low-cost residential hotel units (see the Response under UDAG, p. 196).

No Conditional Use Necessary

Summary of Comment 261: The projects as designed do not meet the bulk limitations of the current City Planning Code. They, therefore, are requesting Conditional Use authorizations to allow their proposed size. All of the impacts, especially economic impacts, of the alternative developments that would not require Conditional Use authorizations, should be more carefully examined. The EIRs include only a brief evaluation of these alternatives.

Response: Compliance of the design of the proposed Hotel Ramada with the provisions of the current City Planning Code is discussed on pp. 71 - 72 of the EIR. As stated there, the project would comply with the height limits for the site, but the tower would exceed the allowable diagonal dimension by about 40 ft.; the project would also exceed the Basic Floor Area Ratio (FAR) for the site, plus expected allowable bonuses, by about 43,000 gross sq. ft. The project is proposed as a Planned Unit Development (PUD), requiring a Conditional Use authorization. An exception to the bulk limits and certain other provisions of the City Planning Code may be granted to a PUD by the City Planning Commission under Section 304(a) of the Code. The criteria are listed in Appendix A.

An alternative design that would not require the granting of any bonus floor area is discussed as Alternative B on p. 166. The tower as shown would exceed the diagonal measurement by about 30 ft. The diagonal dimension of the tower could be reduced by 30 ft. and the guest rooms that would be removed placed on additional floors on top of the tower. Were such an alternative design to be proposed (and not proposed as a PUD), it would not require a Conditional Use authorization. The Planning Commission's policy of discretionary review over all high-rise buildings proposed in the downtown C-3 districts would apply (Resolution No. 8784, 17 January 1980). The jobs, property taxes, and hotel room and sales revenues to be generated would be the same as would be generated by Alternative B and discussed on pp. 169 - 70. Indirect economic effects of increased property values and rents would be the same for an alternative that would not require a Conditional Use authorization as for the proposed hotel; these indirect economic effects would result from introducing a new tourist use into the Tenderloin neighborhood, and would not be triggered by the relative size or scale of the proposed project.

ERRATA

Summary of Comments 152.R, 215.R, 216.R, 217.R and 218.R: Page 46 - is \$1,054 million the correct way to write it?

Page 69, line 10 - shouldn't it say 'west', not 'directly east'?

Page 150 - should be City and County Supervisors, not just County.

The word "Main" St. on the third line of the last paragraph of p. 74 should be "Mason" St.

Response: In line 4 on p. 46, "\$1,054 million" has been changed to "\$1.054 billion".

The sentence referred to on p. 69 has been deleted.

In line 8 on p. 123, "western side" has been changed to "eastern side".

In the last line on p. 150, "County" has been changed to "City and County".

In the third line of the last paragraph on p. 74, "Main" has been changed to "Mason".

PAGES TO BE INSERTED INTO THE TEXT

Additional information on Cumulative convention-generated transportation impacts has been inserted into the text by the Department of City Planning staff, preceding the Notes on p. 130 and at the end of Appendix E, p. 291.

Additional information on the facade and floor area of an alternative design has been added to p. 176.

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XI. CERTIFICATION RESOLUTION

SAN FRANCISCO

CITY PLANNING COMMISSION

RESOLUTION NO. 8841

WHEREAS, A draft environmental impact report, dated October 3, 1980, has been prepared by the Department of City Planning in connection with EE80.171, Hotel Ramada San Francisco, on the property described as follows:

most of the block bounded by Fifth Street North, Eddy,
Mason and Ellis Streets; Assessor's Block 330, lots 11,
12, 15, 16, 17, 18 and 25; and

WHEREAS, The Department duly filed a notice of completion of the draft report with the Secretary of the California Resources Agency, gave other notice and requested comments as required by law, made the report available to the general public and satisfied other procedural requirements; and

WHEREAS, The City Planning Commission held a duly advertised public hearing on said draft environmental impact report on November 6, 1980, at which opportunity was given for public participation and comments; and

WHEREAS, A final environmental impact report, dated January 29, 1981, has been prepared by the Department, based upon the draft environmental impact report, any consultations and comments received during the review process, any additional information that became available, and a response to any comments that raised significant points concerning effects on the environment, all as required by law; and

WHEREAS, On January 29, 1981, the Commission reviewed the final environmental impact report, and found that the contents of said report and the procedures through which it was prepared, publicized and reviewed comply with the provisions of the California Environmental Quality Act, the Guidelines of the Secretary for Resources and San Francisco requirements;

THEREFORE BE IT RESOLVED, That the City Planning Commission does hereby find that the Final Environmental Impact Report, dated January 29, 1981, concerning EE80.171, Hotel Ramada San Francisco is adequate, accurate and objective, and does hereby CERTIFY THE COMPLETION of said Report in compliance with the California Environmental Quality Act and the State Guidelines;

XI. Certification Resolution

AND BE IT FURTHER RESOLVED, That the Commission, in certifying the completion of said Report does hereby find that the project as proposed will have significant effects on availability of low and moderate income housing and of neighborhood-serving commercial uses, and, in combination with other hotel projects proposed in the area, will have significant cumulative transportation and air quality impacts.

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission at its regular meeting of January 29, 1981.

Lee Woods, Jr.
Secretary

AYES: Commissioners Bierman, Dearman, Nakashima, Starbuck.

NOES: Commissioners Karasick, Kelleher.

ABSENT: Commissioner Rosenblatt.

Passed: January 29, 1981.

XII. APPENDICES

APPENDIX A: APPLICABLE CRITERIA FOR PLANNED UNIT DEVELOPMENTS/1/

The City Planning Commission, under Section 304 of the City Planning Code, may authorize Planned Unit Developments as conditional uses. "After review of any proposed development, the City Planning Commission may authorize such development as submitted or may modify, alter, adjust or amend the plan before authorization, and in authorizing it may prescribe other conditions as provided in Section 303(d). The development as authorized shall be subject to all conditions so imposed and shall be excepted from other provisions of this Code only to the extent specified in the authorization." The San Francisco City Planning Code sets forth the criteria and limitations a project proposed as a Planned Unit Development must meet in addition to the criteria applicable to conditional uses (Section 303c). The proposed development must:

- "1. Affirmatively promote applicable objectives and policies of the Master Plan;
- "3. Provide open space usable by the occupants and, where appropriate, by the general public, at least equal to the open spaces required by this Code;
- "6. Under no circumstances be excepted from any height limit established by Article 2.5 of this Code, unless such exception is explicitly authorized by the terms of this Code. In the absence of such an explicit authorization, exceptions from the provisions of this Code with respect to height shall be confined to minor deviations from the provisions for measurement of height in Sections 260 and 261 of this Code, and no such deviation shall depart from the purposes or intent of those sections."

In addition, Planned Unit Developments must be "on sites of considerable size (1/2 acre or more), developed as integrated units and designed to produce an environment of stable and desirable character which will benefit the occupants, the neighborhood and the city as a whole. In cases of outstanding over-all design, complementary to the design and values of the surrounding area, such a project may merit a well reasoned modification of certain of the provisions contained elsewhere in this Code. The tract or parcel of land involved must be . . . in one ownership"

NOTE - Appendix A

/1/ City Planning Code, Article 3, Section 304.

APPENDIX B: ARCHITECTURAL EVALUATION SYSTEMS

The architectural ratings discussed in the text of this report (see Section III. B., Architectural Resources; and Figure 17 p.36) represent the results of two separate architectural surveys.

SAN FRANCISCO DEPARTMENT OF CITY PLANNING SURVEY

Between 1974 and 1976, the San Francisco Department of City Planning conducted a citywide inventory of architecturally significant buildings. An advisory review committee of architects and architectural historians assisted in the final determination of ratings for the 10,000 buildings which were entered in an unpublished 60-volume record of the inventory. The rated buildings have been represented on a set of color-coded maps which identify the location and relative significance of each building surveyed. The maps are available for public inspection at the Department of City Planning.

The inventory assessed the architectural significance of the surveyed structures from the standpoint of overall design and particular design features. Both contemporary and older buildings were included, but historical associations were not considered. Each building was numerically rated according to its overall architectural significance. The ratings ranged from a low of "0" to a high of "5". Factors considered included architectural significance, urban design context, and overall environmental significance. The architectural survey resulted in a listing of the best 10% of San Francisco's buildings. In the estimation of the inventory participants, buildings rated "3" or better represent approximately the best 2% of the City's architecture.

HERITAGE SURVEY

More recently, the Foundation for San Francisco's Architectural Heritage, through its consultants, Charles Hall Page & Associates, Inc., conducted an architectural and historical survey of all Downtown structures. In 1979, the inventory results were published in the book Splendid Survivors. Criteria considered in rating the buildings included Architectural Significance, Historical/Cultural Significance, Environmental Significance and Negative Alterations. Summary ratings from "A" to "D" were then assigned to each building on the basis of these scores. The summary ratings indicate the following:

- A. Highest Importance. Individually, these buildings are the most important buildings in downtown San Francisco. All "A" group buildings are eligible for the National Register and are of highest priority for City Landmark status.
- B. Major Importance. This group includes buildings which are of individual importance by virtue of architectural, historical, and environmental criteria. "B" group buildings are eligible for the National Register and are of secondary priority for City Landmark status.

XII. Appendices

- C. Contextual Importance. Buildings which are distinguished by their scale, materials, compositional treatment, cornice and other features are included in this group. Many "C" group buildings may be eligible for the National Register as part of historic districts.
- D. Minor or No Importance. Buildings in this group are insignificant examples of architecture. Most "D" group buildings are "sites of opportunity" for development.

● LISTING OF ARCHITECTURALLY AND/OR HISTORICALLY IMPORTANT BUILDINGS IN THE DOWNTOWN

Recognition of structures of architectural and/or historic importance is provided for under Section 101 of Article 10 of the City Planning Code, which authorizes the City Planning Commission to approve a list of buildings that have historical and architectural significance, but have not been designated as landmarks. The purpose of such a list is to encourage preservation of these buildings without subjecting them to the controls imposed on designated landmarks.

In May 1978, the Planning Commission directed the Landmarks Preservation Advisory Board to prepare a list of potential buildings of architectural and/or historical importance for the Commission to consider. The Landmarks Board presented a list in September of 1979 of the best 300 buildings in the Downtown area, including all buildings rated A or B in the Heritage survey, Splendid Survivors, and any other buildings given high ratings in the Department of City Planning 1976 Architectural Inventory. The Planning Commission held two public hearings, in September 1979 and January 1980, and adopted the Listing of Architecturally and/or Historically Important Buildings on 29 May 1980 (Resolution 8600). Buildings in the Listing are indicated by double asterisks in Figure 17, p. 36. Among those in the vicinity of the project are the Flood Building at 870 Market St., the Bank of America at One Powell Street, the Continental Hotel at 119 Ellis St., the Lincoln Building at 879 Market St., the Hale Bros. (later J.C. Penney's) Building at Fifth and Market Sts., and buildings at 111, 135 and 142 Powell Sts.

APPENDIX C: Microclimate Study for the Proposed Hotel Ramada San Francisco

I. INTRODUCTION

Architects, engineers, and city planners designing urban structures are limited by the lack of information on wind effects due to structures, such as pedestrian discomfort and wind-caused mechanical problems with doors, windows, and ventilating systems. Once a structure is built, remedial measures (if they exist at all) usually are expensive.

It is virtually impossible to anticipate, by analysis or intuition, the winds that will be caused by a structure, as they are determined by complex interactions of forces. Fortunately it is possible to predict the wind patterns and pressures around structures by testing scale models in a wind tunnel which can simulate natural winds near the ground. This allows the designer to foresee possible environmental and mechanical problems and alleviate them before the building is erected.

Data from wind tunnel tests can be combined with climatological data in analysis of the effect of a proposed structure on pedestrians in terms of human comfort. The frequency distribution of wind strengths at pedestrian level, combined with temperature data and shadow patterns of the proposed structure and its surroundings, can be used to forecast comfort at pedestrian levels.

II. SUMMARY

Wind tunnel tests of scale models of the project site as it exists and with the proposed building and its alternative were conducted in a boundary layer wind tunnel. Measurements were made of windspeed ratio and direction for the two most prevalent wind directions in San Francisco, northwest and west. The proposed Hilton Tower No. 2 and Holiday Inn were assumed to be in place. For northwest winds, the project site was found to have low to moderate windspeed ratios. The entire area was sheltered by the Hilton complex and proposed Holiday Inn that are upwind of the site. A similar range of windspeed ratios was found for west winds. Highest windspeed ratios were found at the northwest corner of the Eddy Street/5th Street North intersection.

For northwest winds, the proposed project would decrease windspeed ratios by 5-10% on the east side of the Ellis/Mason intersection. Windspeed ratio increases would occur at the Ellis/5th Street North intersection, with the highest windspeed ratio reaching the moderate range. Windspeed ratio increases would also occur along 5th Street North, with windspeed ratios reaching the moderate range. Windspeed ratios in Hallidie Plaza would be unchanged.

For west winds, the project would decrease windspeed ratios on the east side of the Ellis/Mason intersection by 10-25%. Windspeed ratio reductions would occur along 5th Street North. Increases would occur along Eddy Street, with the highest windspeed ratio reaching the moderately high range. Windspeed ratios within Hallidie Plaza would either decrease or remain unchanged.

The project alternative would avoid most of the wind increases associated with the proposed project. This alternative would not extend above the Hilton Hotel upwind and would intercept a smaller volume of wind. The setback of the highrise portion of the project from Eddy Street results in little effect along Eddy Street.

Suggested mitigation measures to reduce winds include provision of street trees, kiosks, etc., along Ellis and Eddy Streets. Some landscaping to provide shelter is suggested for the outdoor areas on the lowrise rooftop. More extensive wind protection such as fences, screens or enclosures would be necessary to make the upper rooftop outdoor areas usable.

III. BUILDING AND SITE DESCRIPTION

The proposed Ramada San Francisco would be located on the block bounded by Ellis Street, 5th Street North, Eddy Street and Mason Street in downtown San Francisco. The site is currently occupied by one-story and seven-story buildings and a parking lot.

The proposed building would have a maximum height of 320 feet. An L-shaped highrise structure would sit upon a 55-foot base. The highrise section fronting 5th Street North would step-up from Eddy Street to Ellis Street, with rooftop areas at heights of 112 and 205 feet (see Figure 2, page 10). A ground-level auto entrance/exit would be located at the corner of Eddy and 5th Street North. (All heights given are measured from a reference point on Mason Street near Ellis Street).

Two alternative building designs were considered. The alternative tested in the wind tunnel included a 16-story, L-shaped highrise section (see Figure 3, page 11). This alternative was selected for testing because it appeared to have less potential for wind problems than the second alternative developed by the architect, a 32-story tower on the north side of the site and a 8-story tower on the south side.

Two proposals, the Hilton Tower II and the Holiday Inn, are in the vicinity of the site. The Hilton Tower II is a highrise hotel tower proposed for the southeast corner of the O'Farrell/Taylor intersection northwest of the project site. The proposed Holiday Inn would occupy the entire block directly across Ellis Street from the project site. Both these proposed projects have been previously tested in the wind tunnel. Models of these proposed buildings were included in the test of existing conditions and tests of the proposed project and the alternative.

IV. MODEL AND WIND TUNNEL FACILITIES

Model

Scale models of the proposed buildings and the structures surrounding the area for a distance of several blocks were constructed of polystyrene and urethane foams at a scale of 1 inch equals 30 feet. Building configurations and heights were obtained from the Sanborn maps at the San Francisco Department of City Planning and from site visits.

Wind Tunnel Facilities

The Environmental Impact Planning Corporation boundary layer wind tunnel was designed specifically for testing architectural models. The working section is 7 feet wide, 43 feet long, and 5 feet high. Wind velocities in the tunnel can be varied from 3.5 mph to 13 mph. The flow characteristics around sharp-edged objects, such as architectural models, are constant over the entire speed range. Low speeds are used for tracer smoke, high speeds for windspeed measurements.

Simulation of the characteristics of the natural wind is facilitated by an arrangement of turbulence generators and roughness upwind of the test section. These allow adjustments in wind characteristics to provide for different scale models and varying terrain upwind of the project site.

Measurements of windspeed around the model are made with a hotwire anemometer, a device that relates the cooling effect of the wind on a heated wire to the actual windspeed. The flow above the city is measured by a Pitot tube connected to a micromanometer. The Pitot tube and micromanometer measure directly the pressure difference between moving and still air. This pressure difference is then related to the actual windspeed. Flow visualization is achieved by use of floodlit smoke.

V. TESTING METHODOLOGY

Simulation of Flow

The most important factors in ensuring similarity between flow around a model in a wind tunnel and flow around the actual building are the structure of the approach flow and the geometric similarity between the model and the prototype. A theoretical discussion of the exact criteria for similarity is not included in this paper, but may be found elsewhere (Cermak, 1966, or Cermak and Arya, 1970)

The variation of windspeed with height (wind profile) was adjusted for the scale of the model and the type of terrain upwind of the the site. The profiles used were those generally accepted as adequately describing the flow over that type of terrain (Lloyd, 1967).

Testing Procedure

The windflow characteristics of the site in its current state were investigated to ascertain the present wind environment. Windspeeds and wind directions at specified points throughout the site were measured and recorded. Wind direction was measured by releasing smoke at each point and recording the direction in which the smoke traveled. Windspeed measurements were made at the same points, at a scale height of 5 feet above the ground. A hotwire anemometer probe is required to make these measurements within a fraction of an inch of the model surfaces. The probe is repeatedly calibrated against the absolute reading of a Pitot tube and micromanometer. Velocity readings close to the model are generally accurate to within 10% of the true velocity.

Measurements for the building are made by keeping the probe in place while replacing the existing buildings with each proposal under consideration.

Before and after each test run, a calibration measurement was made above the model. The purpose of these measurements was to relate the wind tunnel measurements to actual wind records from U.S. Weather Service wind instrumentation located on the Federal Building at 50 Fulton Street.

VI. TEST RESULTS AND DISCUSSION

Tests of windspeed and wind direction were conducted for 2 wind directions.

Measured windspeeds are expressed as percentages of the calibration windspeed, which corresponds to the actual windspeed at the San Francisco Weather Station. Thus, a plotted value of 52 means that the measured windspeed is expected to be 52% of the windspeed recorded by the Weather Service when winds are from that particular direction.

The plotted values can be interpreted in terms of general "windiness" using the scale below. This scale is subjective and is based on information gathered from similar studies in San Francisco.

<u>Velocity</u>	<u>Decimal Fraction Calibration Windspeed</u>
Low	0-0.19
Moderately low	0.20-0.29
Moderate	0.30-0.49
Moderately high	0.50-0.69
High	0.70-1.00
Very high	> 1.00

> greater than

The plotted values are not actual windspeeds, but ratios. Thus, a point having a "very high" windspeed ratio would still experience light winds on a near-calm day. Likewise, a point found to have "low" winds could experience significant winds on a windy day.

Wind direction is indicated by an arrow pointing in the direction of flow. Where wind direction fluctuated, two arrows representing the principal flow directions were plotted.

Areas of fluctuating winds are normally turbulent, as are areas of spiraling motion; the latter are denoted by curved arrows.

Northwest Wind

Northwest winds occur 12 to 39% of the time in San Francisco, depending on the season. (In meteorology, a northwest wind blows from the northwest). Northwesterly and westerly winds are the most frequent and the strongest winds at all seasons in San Francisco. Northwest winds exceed 13 miles per hour 35% of the time and 25 miles per hour 3% of the time in summer. (These windspeed categories are used because wind frequency data are broken down into categories of 4-13 mph, etc.) Wind frequencies and speeds are lower in spring, fall, and winter.

Figure 1 shows measured windspeed ratios and directions for the existing site under northwest winds. Windspeed ratios along Ellis Street are generally low to moderately low. Moderate windspeed ratios are found at the east side of the Ellis/Mason intersection. The remainder of the area studied was found to have low windspeed ratios, reflecting the shelter provided by the Hilton Complex located on the northwest corner of the Ellis/Mason intersection and the Holiday Inn located directly across Ellis Street from the project site.

Test results for the proposed project are shown in Figure 2. A reduction in windspeed ratio of 5-10% would occur at the east side of the Ellis/Mason intersection. The existing low windspeed ratios at the Ellis/Fifth Street North intersection would increase to the moderately low to moderate range. Windspeed ratios along Mason Street would be unaffected. Windspeed ratios along 5th Street North would increase from low to moderately low on the west side of the street, and increase from low to moderate along the east side of the street. Windspeed ratios along Eddy Street and within Hallidie Plaza would remain low. Low windspeed ratios were found within the auto entrance/exit. The outdoor rooftop areas would have moderately low to moderate windspeed ratios.

The alternative design would have less impact on the wind than the proposed project because the height of the tower

would not extend above the upwind Hilton Hotel. The pattern of windspeed ratios (Figure 3) essentially would be identical to that of the existing site. The automobile entrance/exit would have low windspeed ratios. Moderate low windspeed ratios were found at rooftop outdoor areas.

West Wind

West winds occur between 15 and 40% of the time, depending on the season. They exceed 13 miles per hour 29% of the time and 25 miles per hour 7% of the time in summer. Wind strengths and frequencies are somewhat lower in spring, fall and winter.

Existing site windspeed ratios and wind direction under west winds are shown in Figure 4. Windspeed ratios along Ellis Street range from low to moderate. Windspeed ratios along both Mason Street and 5th Street North adjacent the project site are moderately low to moderate. Low to moderate windspeed ratios occur along Eddy Street, with the highest windspeed ratio occurring at the northwest corner of the Eddy/5th Street North intersection.

The proposed project (Figure 5) would only affect Ellis Street windspeed ratios near the Ellis/Mason intersection, where reductions of 10-25% would occur at the east side of the intersection. Mason Street winds would be unaffected. Reduction in windspeed ratios would occur on both sides of 5th Street North adjacent the project site. At the Eddy/Mason intersection, existing low windspeed ratios would increase to moderately low. Along Eddy Street adjacent the site, moderately low windspeed ratios would increase to moderate. The greatest impact would occur at the Eddy/5th Street North intersection, where windspeed ratio would increase to the moderate to moderately high ranges. Hallidie Plaza winds would be lowered at the west end and unaffected at the east end. The south side of the automobile entrance/exit would have moderately high windspeed ratios. The lower, outside rooftop area would have moderate windspeed ratios; the upper rooftop areas would have very high winds. The alternative would avoid the windspeed ratio increases along Ellis and Eddy Streets caused by the proposed project. Windspeed ratio decreases of 10-20% would occur along Mason and 5th Street North adjacent the site. Windspeed ratios in the auto entrance/exit would range from low to moderate. Rooftop outdoor areas would have moderate windspeed ratios.

VII. MITIGATION MEASURES

There are 2 types of mitigating measures for wind. The first is to make major design changes to reduce winds near the project, such as different building orientations or changes in size or shape.

The second type of mitigation measure involves additions to the project that would provide local shelter for pedestrians. Small structures such as kiosks for newspaper or flower vendors, telephone booths, and shelters at bus stops can serve in this way. Similarly, street trees and other vegetation can function as windbreaks. These types of measures would be appropriate along Ellis and Eddy Streets and in front of the project.

The lowest rooftop outdoor areas would experience low to moderate windspeed ratios, and landscaping would be necessary to ensure comfortable conditions. The higher outdoor rooftop areas at 112 and 205 feet would require extensive wind protection to be usable. Windscreens or enclosures may be necessary, depending on the sensitivity of proposed outdoor uses to wind.

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Lloyd, A. 1967. "The generation of shear flow in a wind tunnel." Quarterly Journal of the Royal Meteorological Society, 93 (395) 79-96.

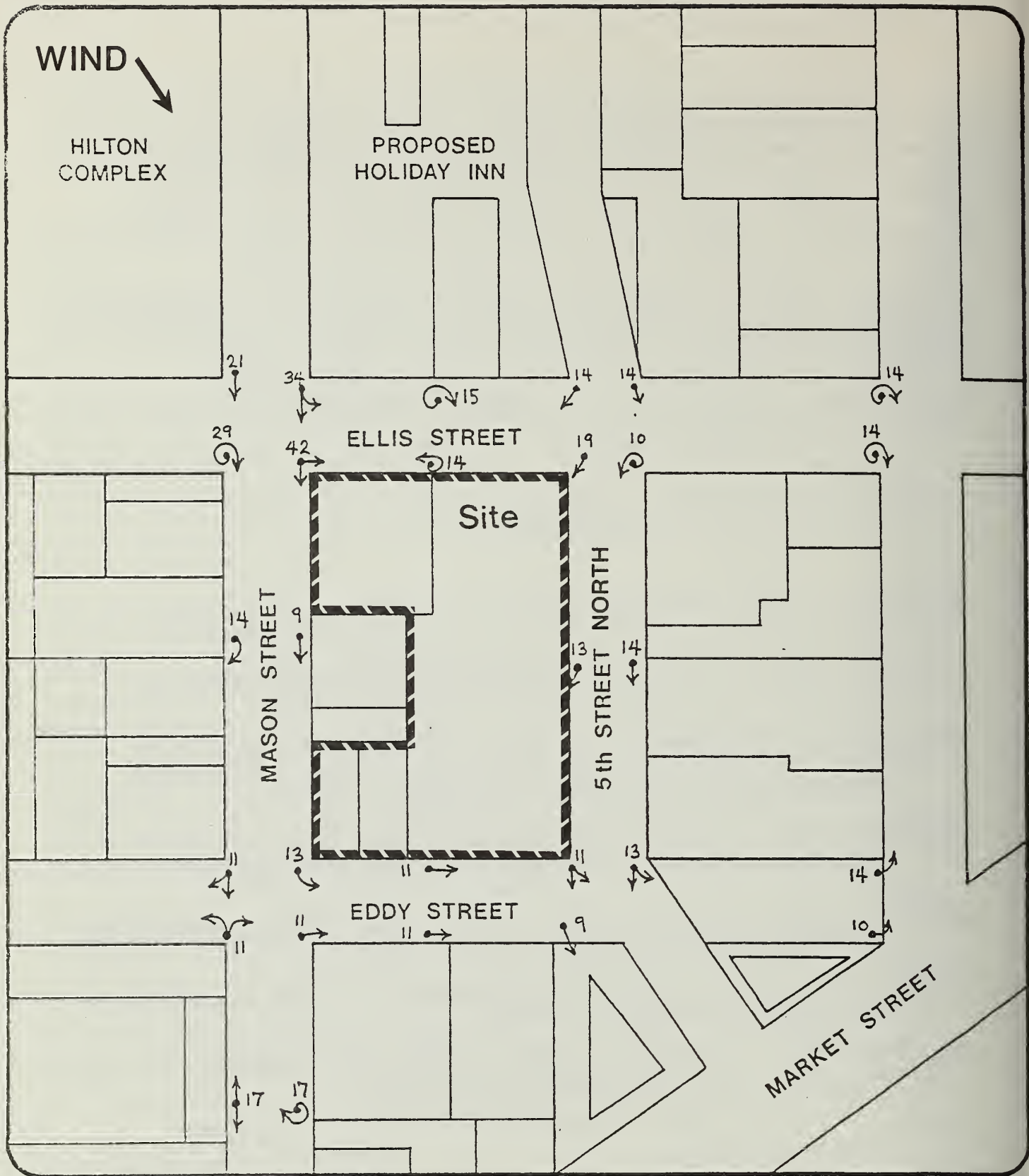
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**Existing Site
Northwest Winds**

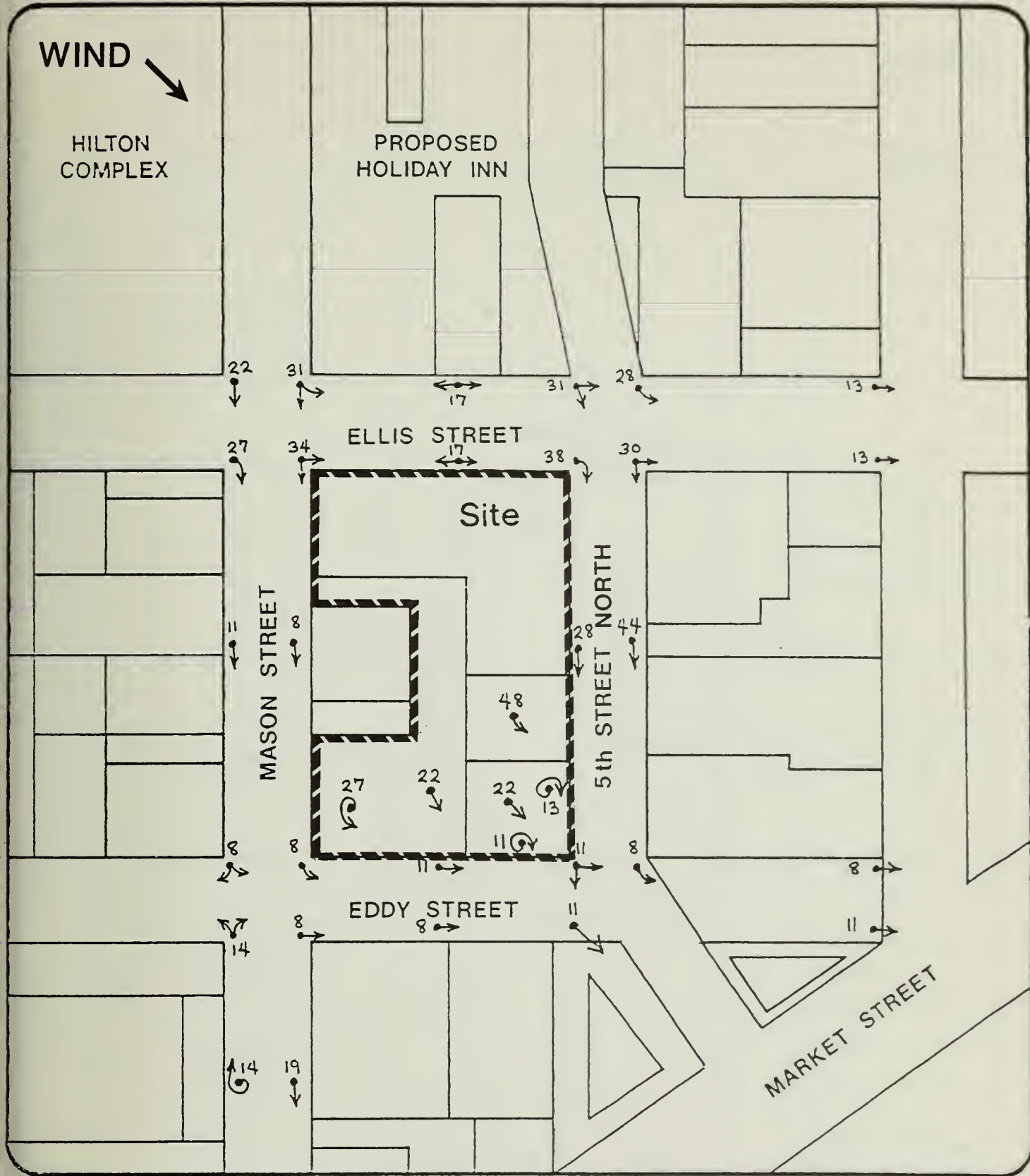
LEGEND

58 - Wind Speed Ratio at
Monitoring Location

↻ - Wind Direction at
Monitoring Location



Figure No.1



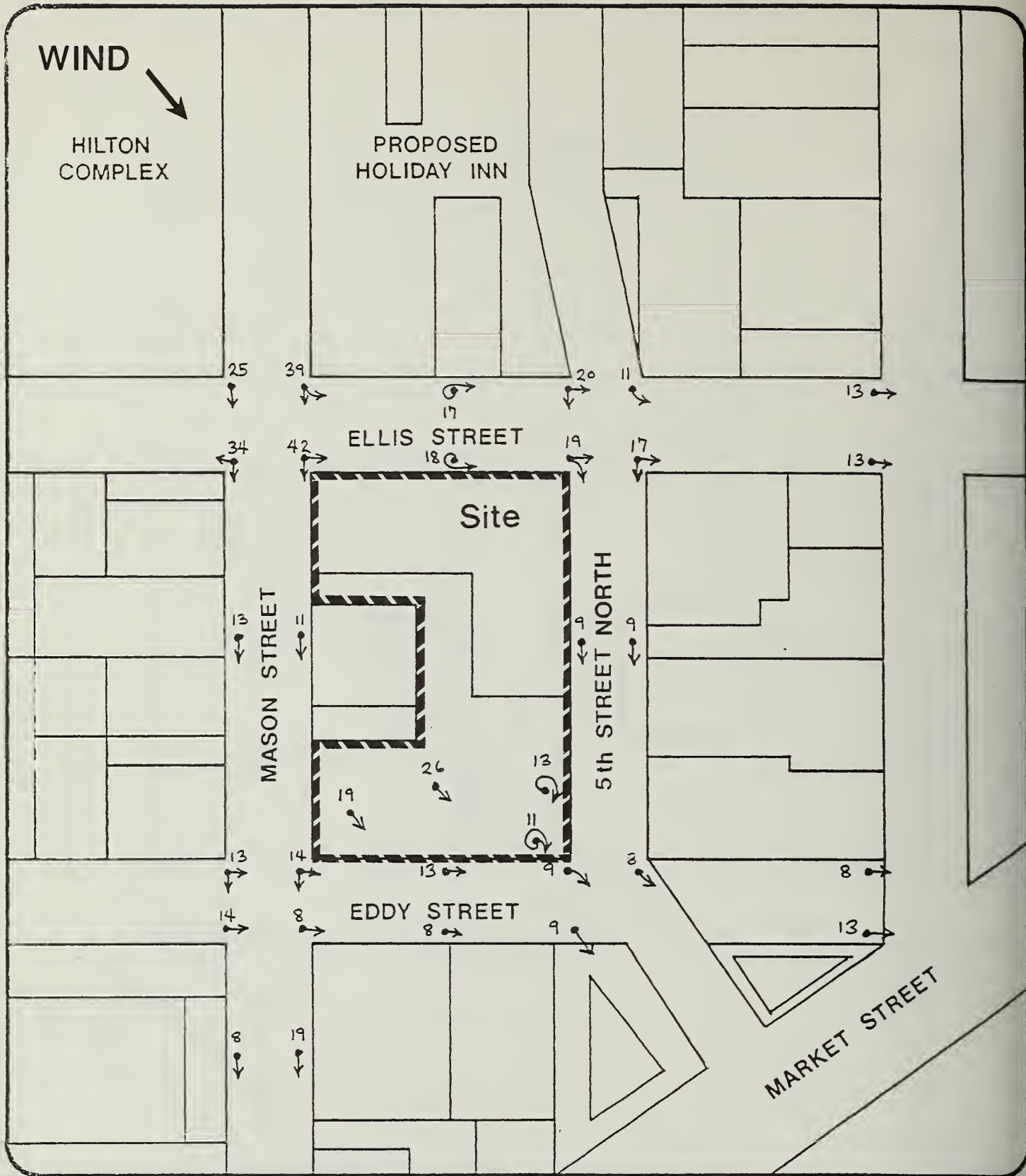
Proposed Project Northwest Winds

LEGEND

58 - Wind Speed Ratio at Monitoring Location

Q - Wind Direction at Monitoring Location





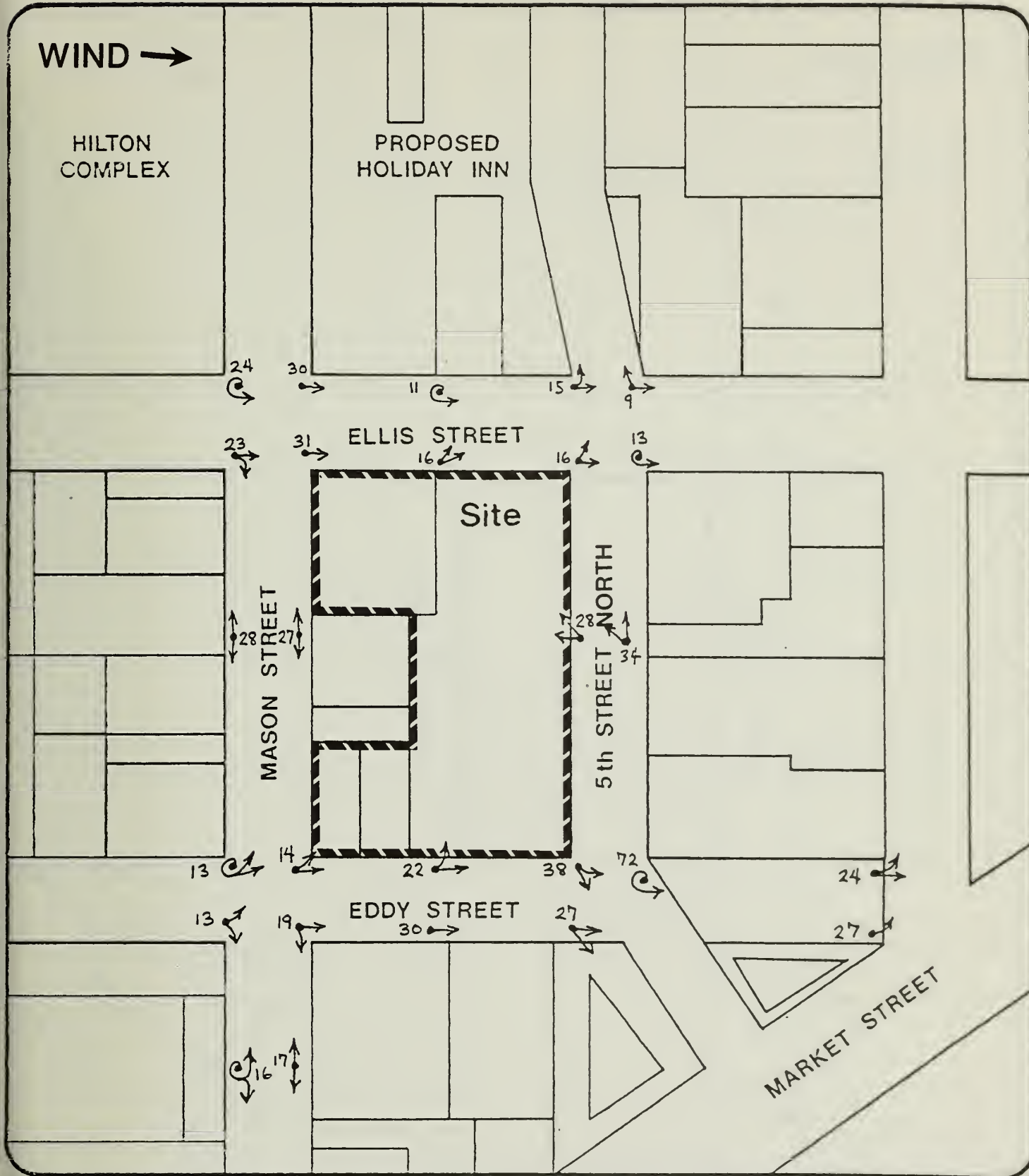
Alternative Project Northwest Winds

LEGEND

- 58 - Wind Speed Ratio at Monitoring Location
- Q - Wind Direction at Monitoring Location



Figure No.3



Existing Site
West Winds

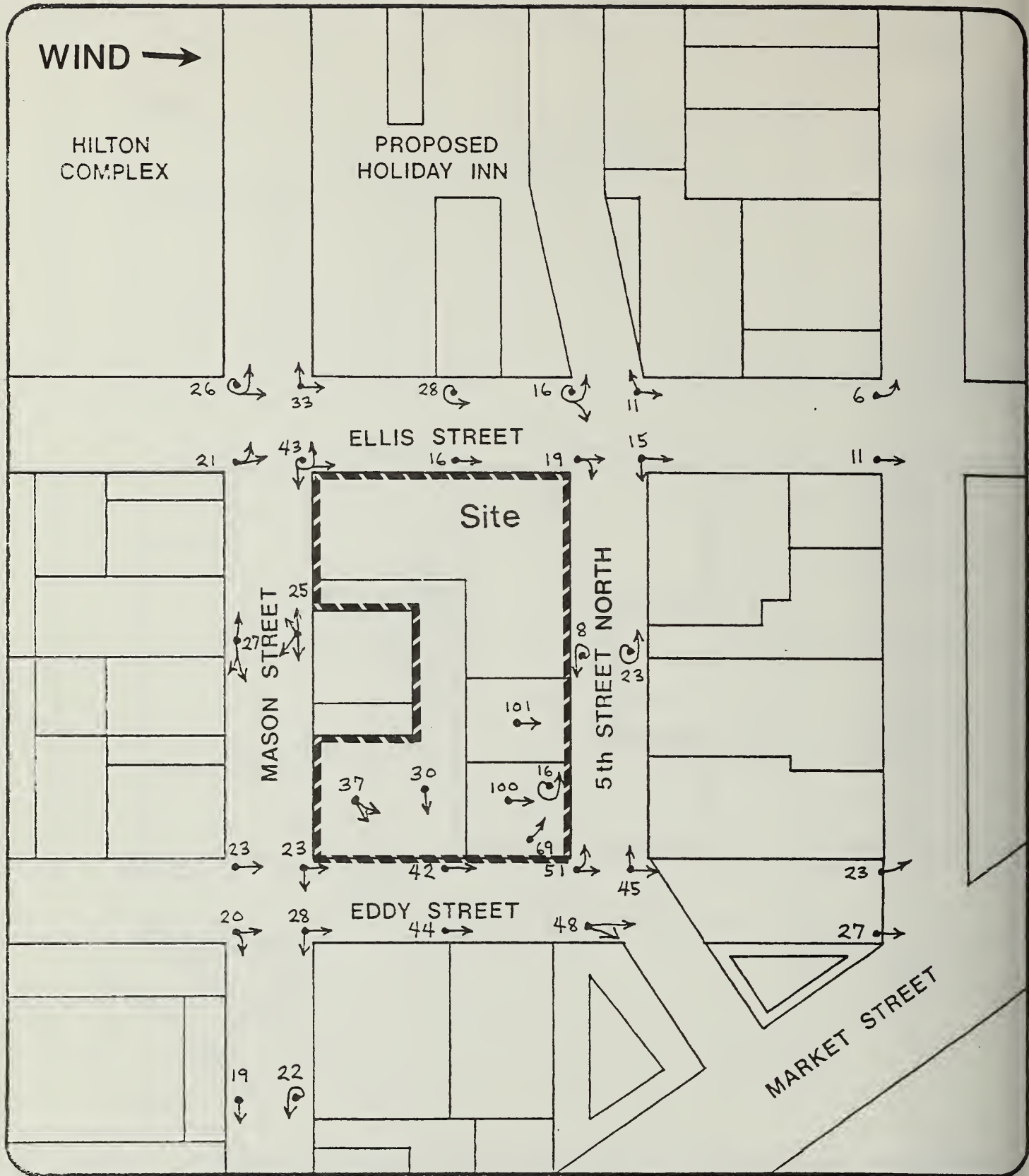
LEGEND

58 - Wind Speed Ratio at
Monitoring Location

↻ - Wind Direction at
Monitoring Location



Figure No.4



Proposed Project West Winds

LEGEND

58 - Wind Speed Ratio at
Monitoring Location

↻ - Wind Direction at
Monitoring Location



Figure No.5

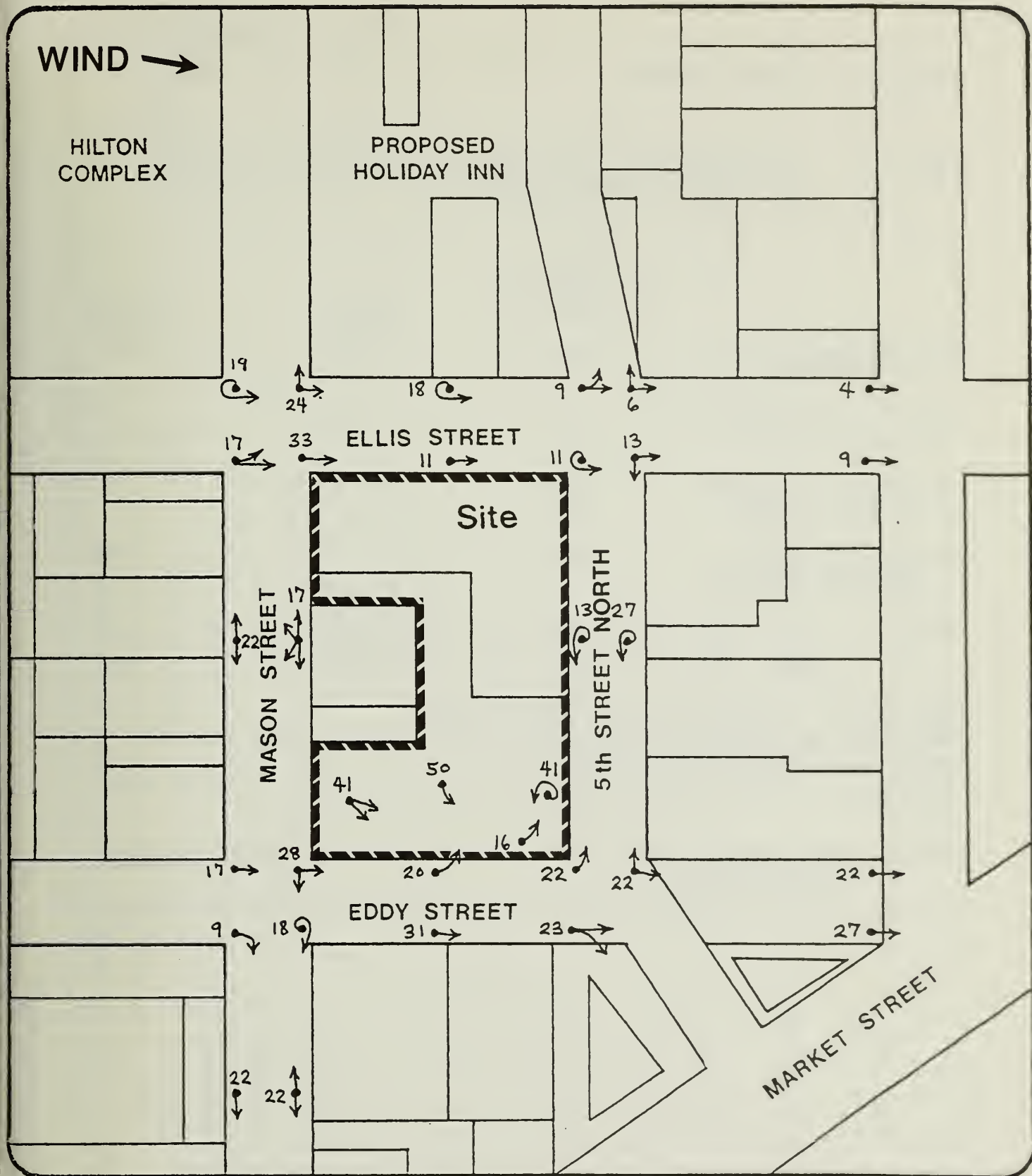


Figure No.6

APPENDIX D: ECONOMIC ASPECTS

TABLE D-1: DISTRIBUTION OF 1979-80 PROPERTY TAXES LEVIED ON BLOCK 330,
EXISTING HOTEL RAMADA PROJECT SITE

	1979-80 Total Composite Tax Rate*	Revenues**	Percent
City and County of San Francisco	4.219	21,700	85
San Francisco Unified School District	0.344	1,800	7
San Francisco Community College District	0.058	300	1
Bay Area Air Quality Management District	0.008	---	***
BART	<u>0.341</u>	<u>1,700</u>	<u>7</u>
TOTAL	\$4.97	\$25,500	100

*Tax rate is levied per \$100 of assessed value.

**Revenues are rounded to nearest \$100; based on total 1979-80 assessed valuation of \$512,700 for seven parcels.

***Revenues less than \$100 (\$40) and tax rate less than 1% (0.16%) of total tax rate.

SOURCE: Tax Collector, City and County of San Francisco, 1979-80 Important Tax Information.

APPENDIX E: TRAFFIC AND PARKING

TABLE E-1: STREET RIGHT-OF-WAY CHARACTERISTICS - HOTEL RAMADA VICINITY*

	Block	Flow	Number of Lanes	Width of Lanes (ft.)	Effective Width of Sidewalks (ft)
5th St. No.	O'Farrell-Ellis	N	2 park	7	W-7 E-7
			2	15	
	Ellis-Eddy	N	1 park - RT	11	W-6 E-7
			1 park	7	
Eddy	Eddy-Market	N-S	2	12	
			1 Bus Loading (W curb)	8-1/2	W-12-1/2 E-14
			1 N Bound	11	
			1 N Bound	10	
			1 S Bound	9	
	5th St. No. - Mason	E	1 S Bound	13	
			2 park	7	N-9 S-10
			3	10	
			2 park	7	N-9 S-9
			3	10	
Taylor	Taylor-Jones	E	2 park	7	N-9 S-8
			3	10	
	Eddy-Ellis	N	2 park	7	W-8 E-7
			1 (ctr)	10	
	Ellis-O'Farrell	N	2	12	
			2 park	7	W-6 E-6
			1 (ctr)	10	
			2	12	
	O'Farrell-Geary	N	+ 7-1/2 Loading Bay - E curb		
			2 park	7	W-6 E-7
			1 (ctr)	10	
			2	12	
Geary	Jones-Taylor	W	1 park-thru	9-1/2	N-10 S-8
			1 park-thru	7	
			1**	10	
			2	9	

TABLE E-1: STREET RIGHT-OF-WAY CHARACTERISTICS - HOTEL RAMADA VICINITY (Continued)

	Block	Flow	Number of Lanes	Width of Lanes (ft.)	Effective Width of Sidewalks (ft.)
Geary	Taylor-Mason	W	1 park-thru	10	N-7
			1 park-thru	6	S-6
			1**	12	
Powell	Mason-Powell	W	2	9	
			2 park-thru**	10	N-8
			2	9	S-12
Ellis	Geary-O'Farrell	N - S	2 park	7-1/2	
			2	11	W-10
			2 park	7-1/2	E-9
O'Farrell	Powell - 5th St.No.	W	2 park	7	N-7
			3	10	S-8
			2 park	7	N-9
Taylor-Jones	Mason-Taylor	W	3	10	N-9
			2 park	7	S-6
			3	10	N-8
O'Farrell	Jones-Taylor	E	2 park	7	S-9
			3	10	N-11
			1 park-thru**	10	S-10
Mason - 5th St. No.	Taylor-Mason	E	1 park-thru	10	
			2	9	N-10
			1 park-thru**	10	S-6
5th St.No. - Powell	Mason - 5th St. No.	E	2	9	S-12
			1	10	
			+ 7-1/2 Loading Bay - S curb	10	N-9
			1 park-thru**	10	-11
			2	9	
			1 (ctr)	10	
			1 park-thru**	10	N-10
			2	9	S-11
			1 (ctr)	10	

TABLE E-1: STREET RIGHT-OF-WAY CHARACTERISTICS - HOTEL RAMADA VICINITY (Continued)

	Block	Flow	Number of Lanes	Width of Lanes (ft.)	Effective Width of Sidewalks (ft.)
Mason	Geary-0'Farrell	S	2 park	7	W-8 E-11
			2	12	
	0'Farrell-Ellis	S	2 park	7	W-7 E-12
			2	12	
	Ellis-Eddy	S	2 park	7	W-10 E-9
			2	12	
Jones	Geary-0'Farrell	S	2 park	7	W-10 E-10
			1	12	
			1	10	
			1	9	
Jones	0'Farrell-Ellis	S	2 park	7	W-10 E-9
			1	11	
			1	10	
			1	9	
	Ellis-Eddy	S	2 park	7	W-10 E-9
			1	11	
			2	9-1/2	

*The study area was bounded by Fifth St. North, and Eddy, Jones, Geary, Powell and Ellis Sts.
 **Diamond Lane

SOURCE: On-site field measurements made by John J. Forristal, Consulting Traffic Engineer, Sunday, 17 February 1980.
 Area could be added to the narrow parking lanes; however, width then must be subtracted from the adjacent traveled lane. The measurements are the best estimate of conditions which seemed to prevail where parking stalls were not designated.

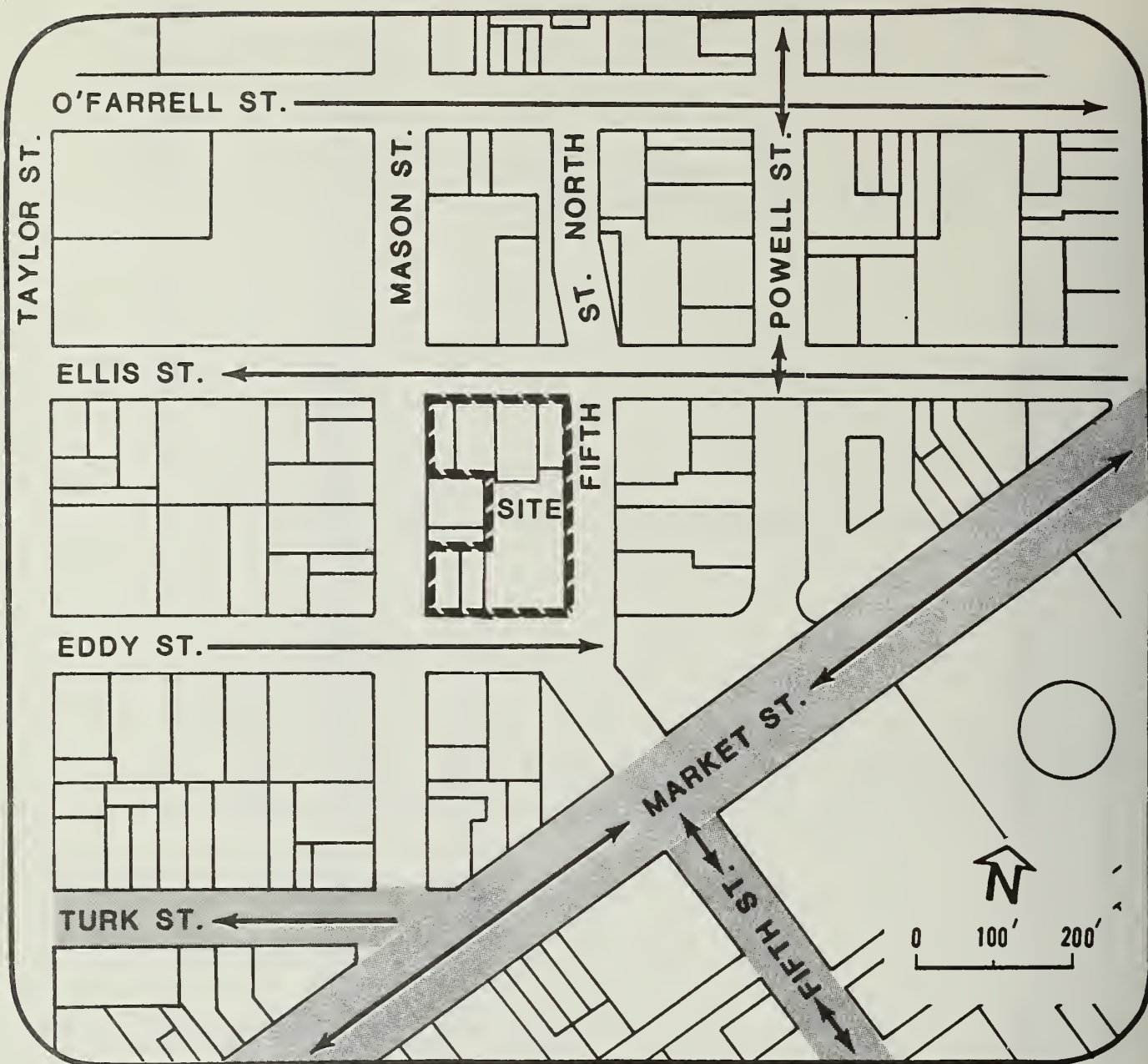


FIGURE E-1: MAJOR THROUGHFARES AND
TRANSIT PREFERENTIAL STREETS

METHODOLOGY USED IN TRAFFIC ANALYSIS

The capacity analysis of each intersection surrounding the project site at which a turning movement count was made utilized the "critical lane" method of analysis. This method of capacity calculation is a summation of maximum conflicting approach lane values that gives the capacity of an intersection in vehicles per hour per lane. (This method is explained in detail in an article entitled "Intersection Capacity Measurement Through Critical Movement Summations: a Planning Tool" by McInerney, Henry B. and Stephen G. Peterson, January 1971, Traffic Engineering). A maximum service volume for Level of Service "E" was assumed as the intersection capacity. The service volume is the maximum number of vehicles that can pass an intersection during a specified time period in which operating conditions are maintained corresponding to the selected and specified level of Service (see Table E-2 for a description of service levels.) For each intersection analyzed, the existing p.m. peak-hour volume occurring between 4:00 and 6:00 p.m. was computed and a volume-to-capacity (v/c) ratio was calculated by dividing the existing volume by the capacity at Level of Service E. Because of the heavier than normal pedestrian traffic in the site vicinity, the conventional value of 1,500 vehicles per hour of green time for Service Level E at the above referenced intersections was reduced to 1200 vehicles per hour for through lanes and 1000 vehicles per hour for turn lanes.

● METHODOLOGY USED FOR CONVENTION-GENERATED CUMULATIVE TRIP ANALYSIS/1/

A joint convention at the three hotels, with a large attendance by local people, would result in an increase in transit and pedestrian traffic. Modes of traffic and trip generation for this case are unknown. To determine the impacts of such a convention, trip generation and assignments were identified from the Yerba Buena Convention Center Final Environmental Impact Report./2/ This information was used to calculate trips per gross sq. ft. of facility under each of the transportation modes. These figures were then multiplied by the gross square footage of meeting and banquet facilities for the three hotels. Weekday trip generation during the peak hour for YBC was calculated at 12,000 person trip ends for the 225,000 sq. ft. of main exhibit hall space.

Under "best" case conditions for YBC (YBC, p. 40e), 37% of the attendance would be by out of town delegates and 63% by local visitors. Outbound p.m. peak hour person trip ends would represent about 80% of the total trips (YBC, p. 65). Of the 12,000 person trip ends from the convention center in the p.m. peak hour, about 4,400 trip ends (37%) are pedestrian trips only. The remaining 7,600 trip ends are made up 47% by auto, 36% by Muni, 6% by BART and 11% by other transit (YBC), pp. 84 and 86.

Person trip ends per sq. ft. of hall are as follows:

<u>Mode of Travel</u>	<u>Person Trip Ends/ 1000 Sq. Ft. (Outbound Only)</u>
Walk	43
Auto	13
Muni	10
BART	2
Other	<u>3</u>
Total	71

An approximate breakdown of areas of new banquet and meeting room facilities for the three proposed hotels is as follows:

<u>Gross Floor Area (sq. ft.)</u>	<u>Hotel</u>
Hotel Ramada	38,000
Hilton Tower No. 2	31,000
Holiday Inn	<u>24,000</u>
Total	93,000

At the estimated 71 person trip ends per 1,000 sq. ft. of meeting space, the three hotels would generate 6,600 person trips during the p.m. peak hour. Seating capacity for meeting rooms and banquet spaces is designed at 7 to 15 persons per sq. ft./3/ Typically for a convention, when meeting rooms are at full capacity, the banquet facility would be only partially used, with the remaining one-half set up for the evening banquet or exhibit space./3/ Under these design conditions and an estimated 10 sq. ft./person, the total capacity of meeting space would be approximately 9,300 persons for the three hotel developments. Of this capacity 6,600 person (71% of the capacity) would exit the hotels during the p.m. peak hour.

The Holiday Inn typically restricts reservations so that convention delegates would not exceed 40% of the hotel's capacity. This figure is similar to the 37% out-of-town attendance projected for YBC. Convention-generated trips were added to guests and employee-generated trips. Guest trips based on the Hilton Hotel survey were reduced by 37% to account for those delegates who are also guests at one of the hotels.

● NOTES: Appendix E

/1/ Discussion prepared for Dames and Moore (EE 79.283)

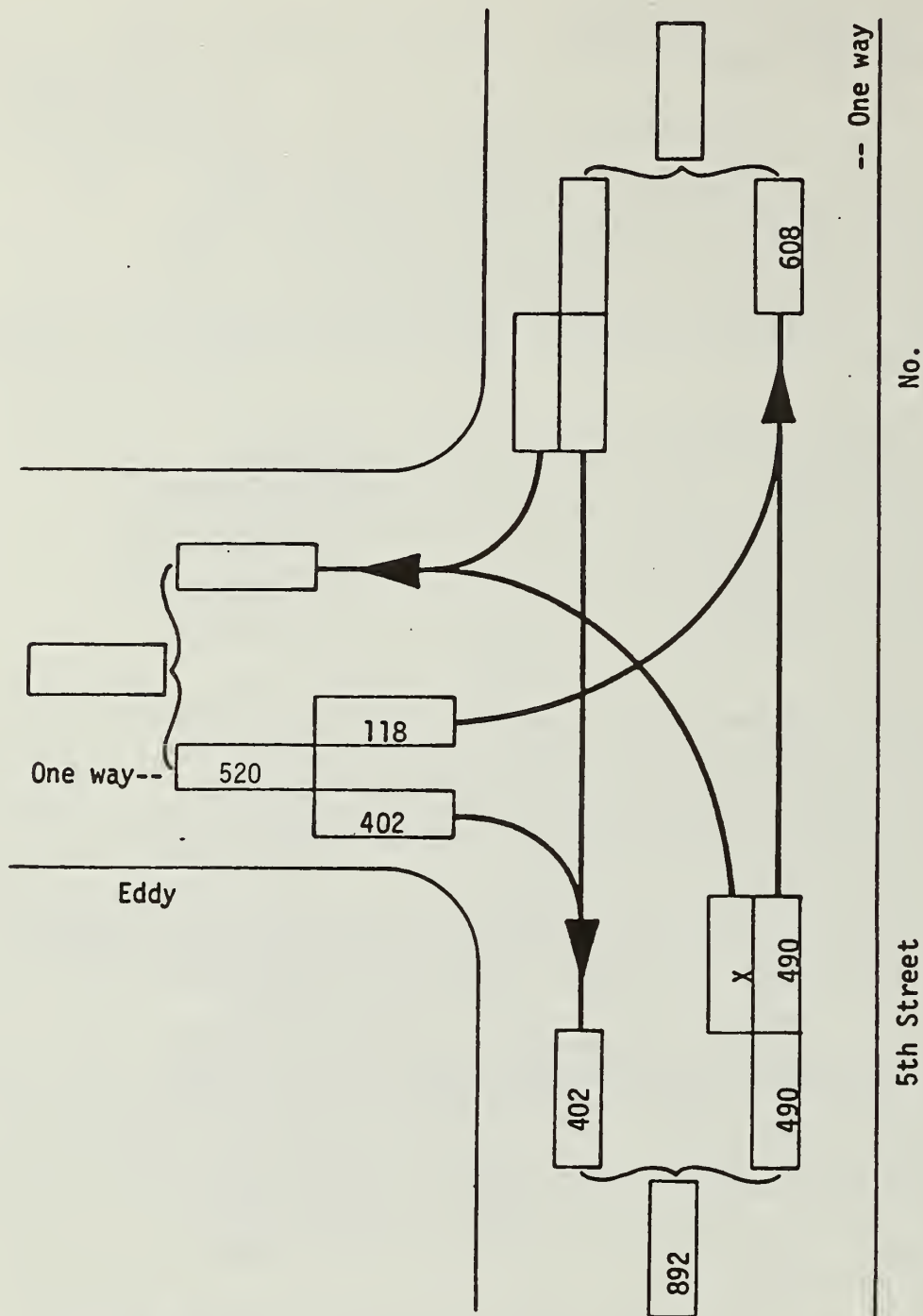
/2/ San Francisco Department of City Planning, 25 April 1978. "Final Environmental Impact Report - Yerba Buena Center - Appendices," EE77.220. References are designated within the text as (YBC, pg. no.)

/3/ Seating capacities based on data contained in the Uniform Building Code, Table 33A, 1976, showing seating capacities for meeting rooms of 7-15 sq. ft./person, and information provided by Holiday Inn, Inc., U.S. Hotel Division, Mr. Richard Bishop, Hotel Architect - Projects Development, personal communication, 24 October 1980.

TABLE E-2: TRAFFIC LEVELS OF SERVICE

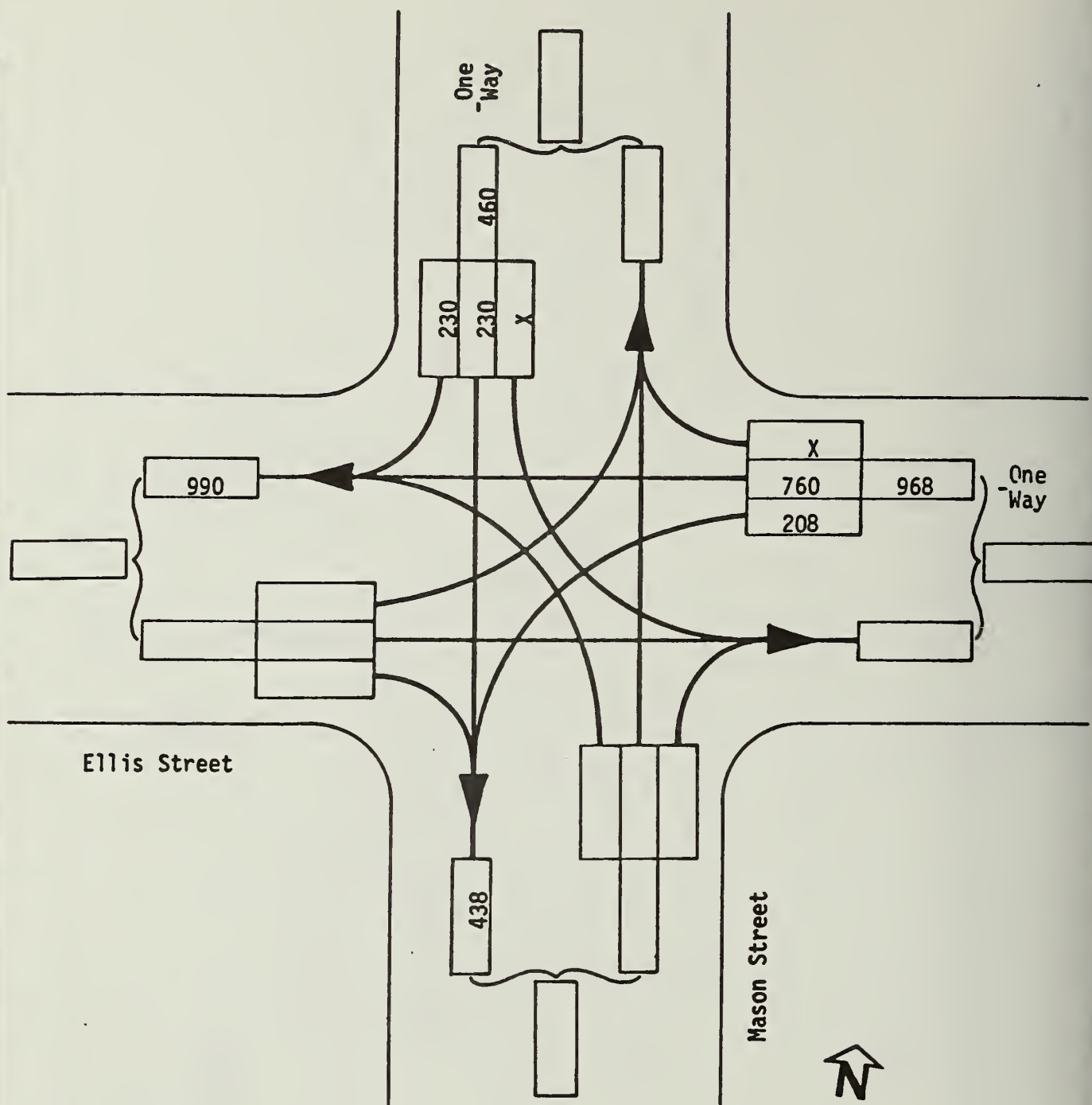
Level of Service	Description	Volume/Capacity (v/c) Ratio
A	Level of Service A describes a condition of free flow, with low volumes and high speeds. Traffic density is low, with speeds controlled by driver desires, speed limits, and physical roadway conditions. There is little or no restriction in maneuverability due to the presence of other vehicles, and drivers can maintain their desired speeds with little or no delay.	0.60
B	Level of Service B is in the zone of stable flow, with operating speeds beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speed and lane of operation. Reductions in speed are not unreasonable, with a low probability of traffic flow being restricted. The upper limit (lowest speed, highest volume) of this level of service has been associated with service volumes used in the design of rural highways.	0.61-0.70
C	Level of Service C is still in the zone of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. Most of the drivers are restricted in their freedom to select their own speed, change lanes, or pass. A relatively satisfactory operating speed is still obtained, with service volumes perhaps suitable for urban design practice.	0.71-0.80
D	Level of Service D approaches unstable flow, with tolerable operating speeds being maintained though considerably affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speeds. Drivers have little freedom to maneuver, and comfort and convenience are low, but conditions can be tolerated for short periods of time.	0.81-0.90
E	Level of Service E cannot be described by speed alone, but represents operations at even lower operating speeds than in Level D, with volumes at or near the capacity of the highway. Flow is unstable, and there may be stoppages of momentary duration.	0.91-1.00
F	Level of Service F describes forced flow operation at low speeds, where volumes are below capacity. These conditions usually result from queues of vehicles backing up from a restriction downstream. Speeds are reduced substantially and stoppages may occur for short or long periods of time because of downstream congestion. In the extreme, both speed and volume can drop to zero.	1.00

SOURCE: Highway Research Board, 1965, Highway Capacity Manual, Special Report 87.

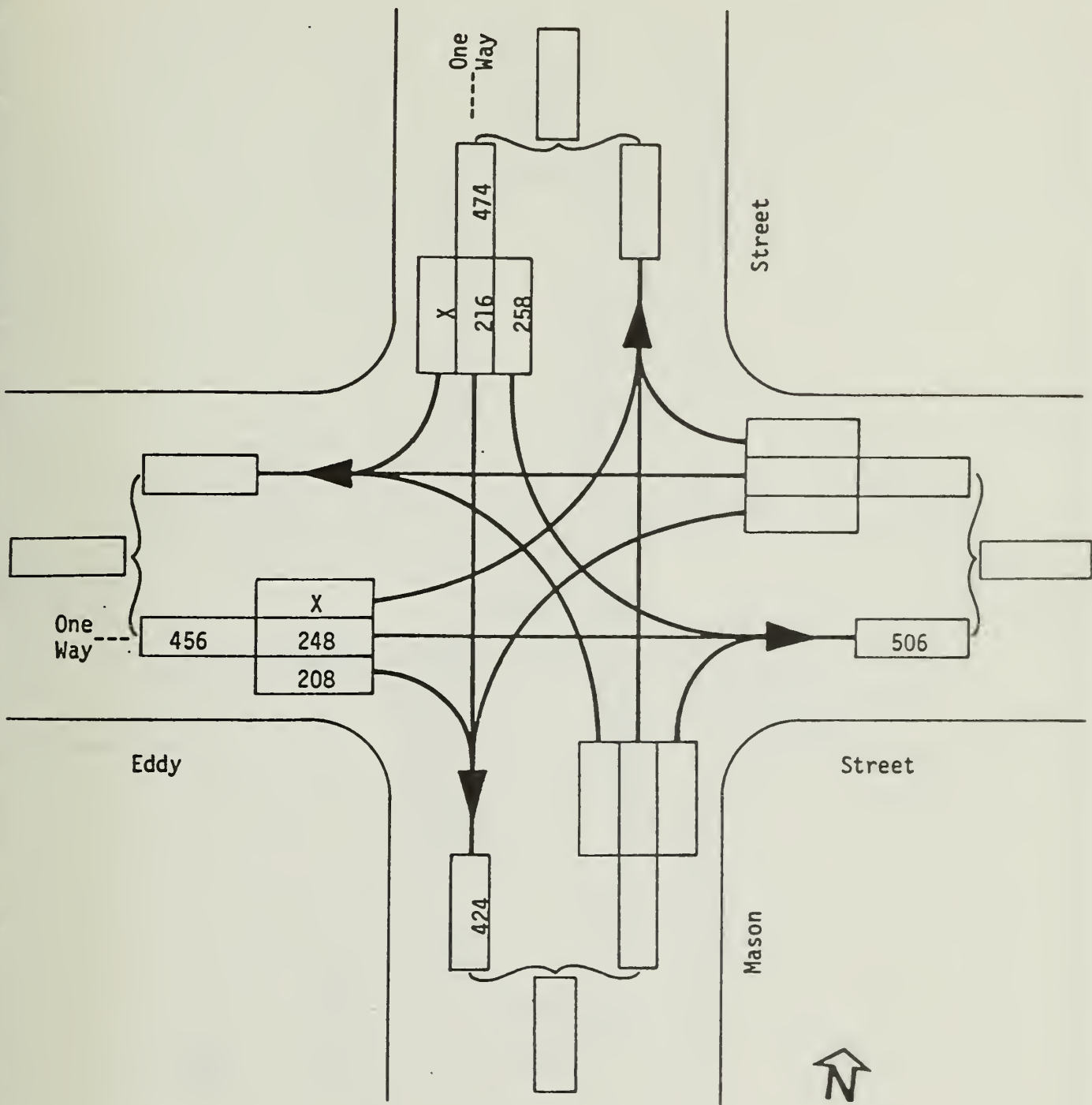


X - Prohibited

LOCATION 5th Street North and Eddy Street, Existing Traffic Volumes
 PERIOD 4:00-5:00 p.m. Thursday 2/28/80



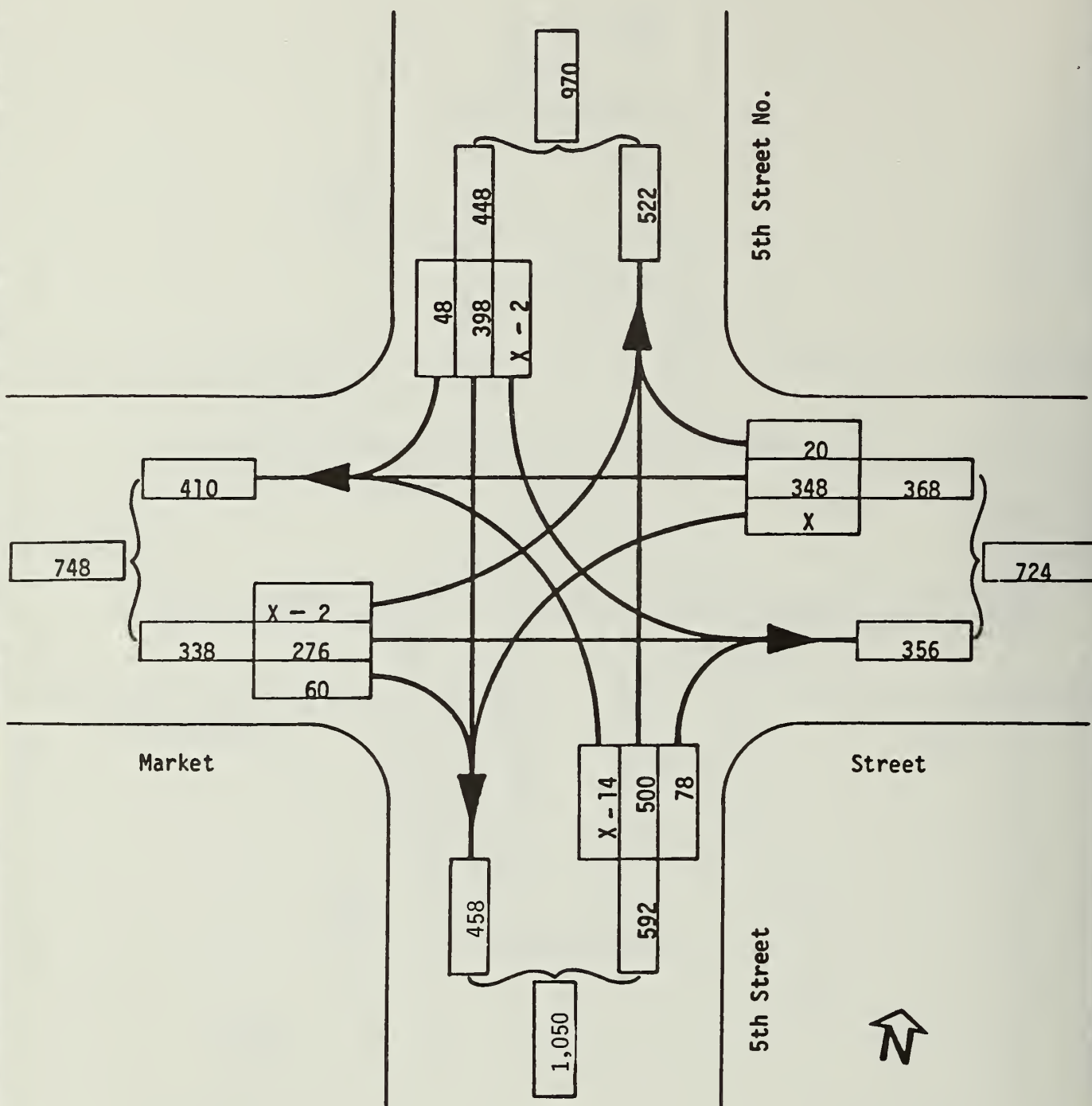
E-4: INTERSECTION TURNING MOVEMENTS
AT MASON AND ELLIS STREETS



X - Prohibited

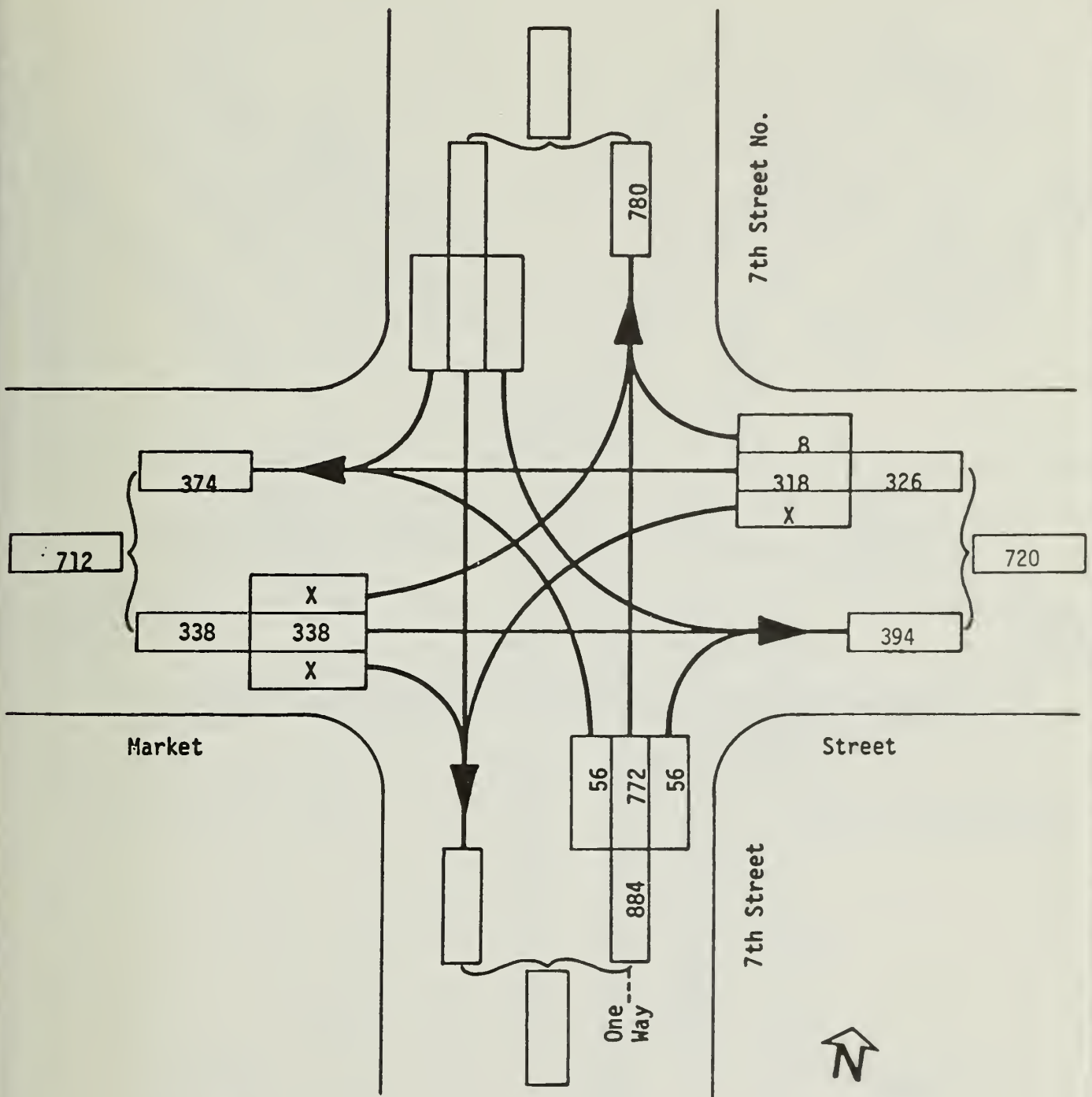
LOCATION _____ Mason Street and Eddy Street, Existing Traffic Volumes

PERIOD _____ 5:00 - 6:00 P.M. - Thursday 2/28/80



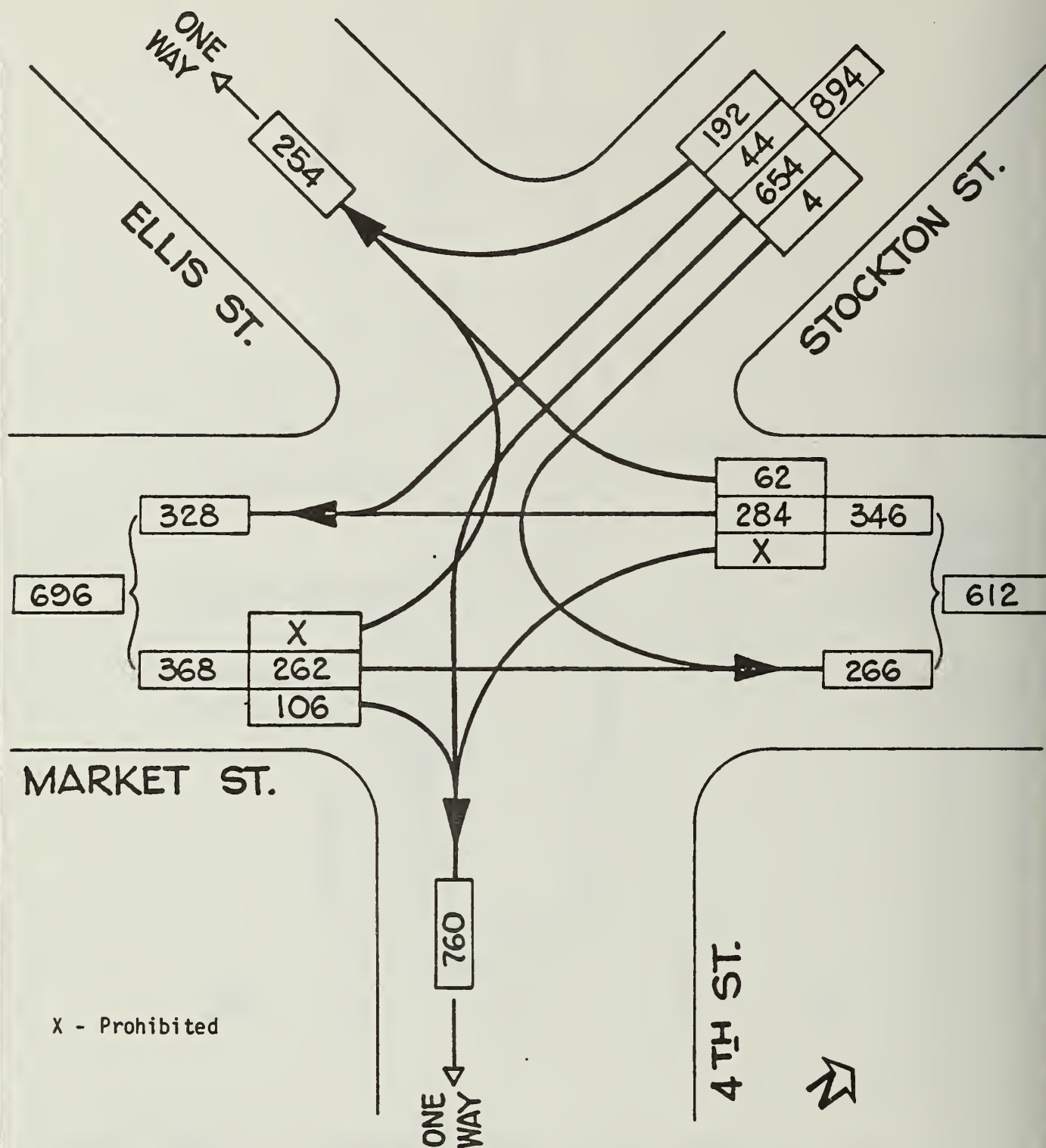
X - Prohibited

LOCATION 5th Street - 5th Street No. and Market Street, Existing Traffic
 Volumes
 PERIOD 5:00 - 6:00 P.M. - Thursday 2/21/80



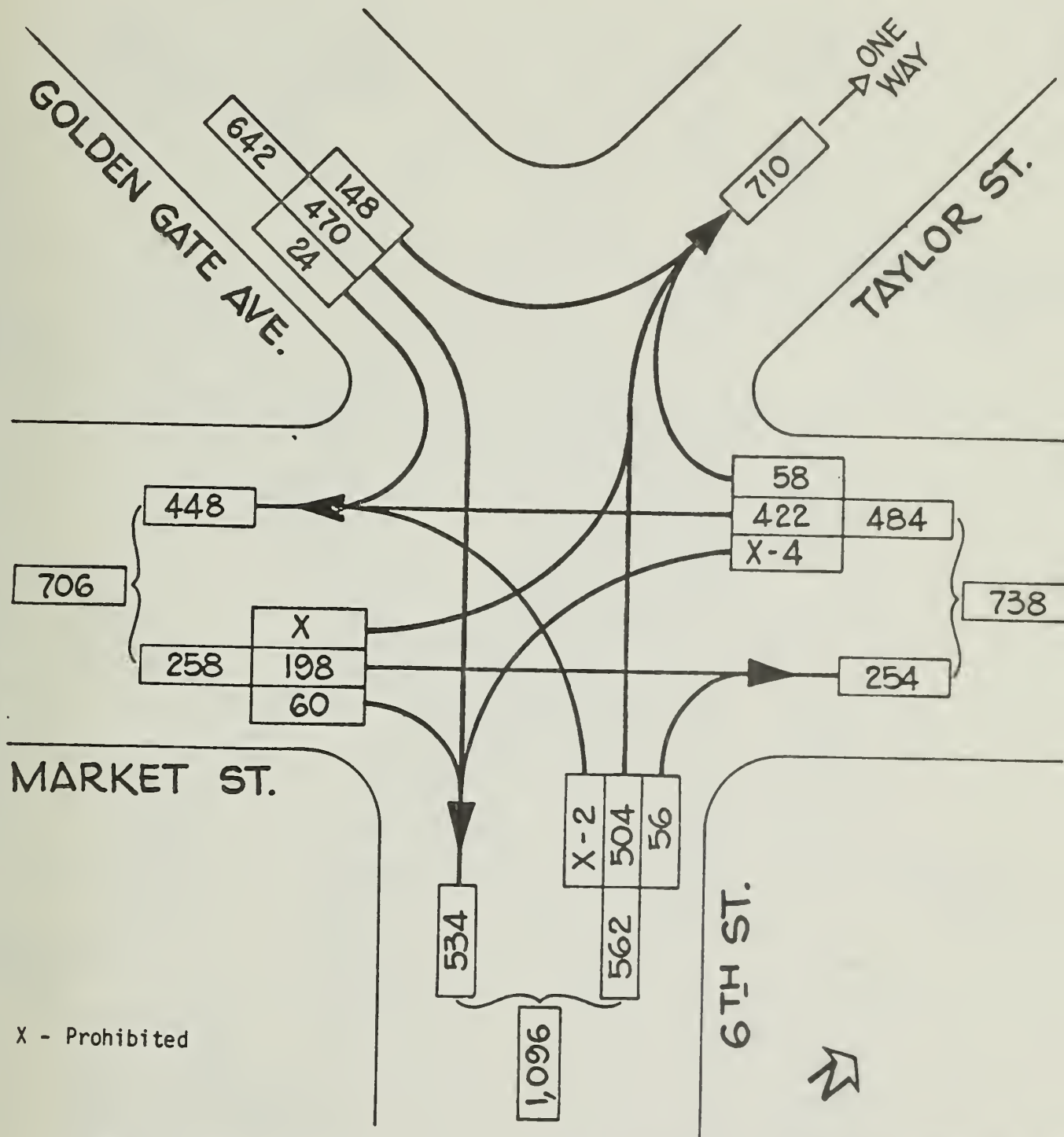
X - Prohibited

LOCATION 7th Street - 7th Street No. and Market Street, Existing Traffic
 Volumes
 PERIOD 4:00 - 5:00 P.M. - Thursday 2/21/80



LOCATION Market St.-4th St.-Ellis St.-Stockton St., Existing Traffic Volumes
PERIOD 4:00-5:00 P.M. Tuesday 2/19/80

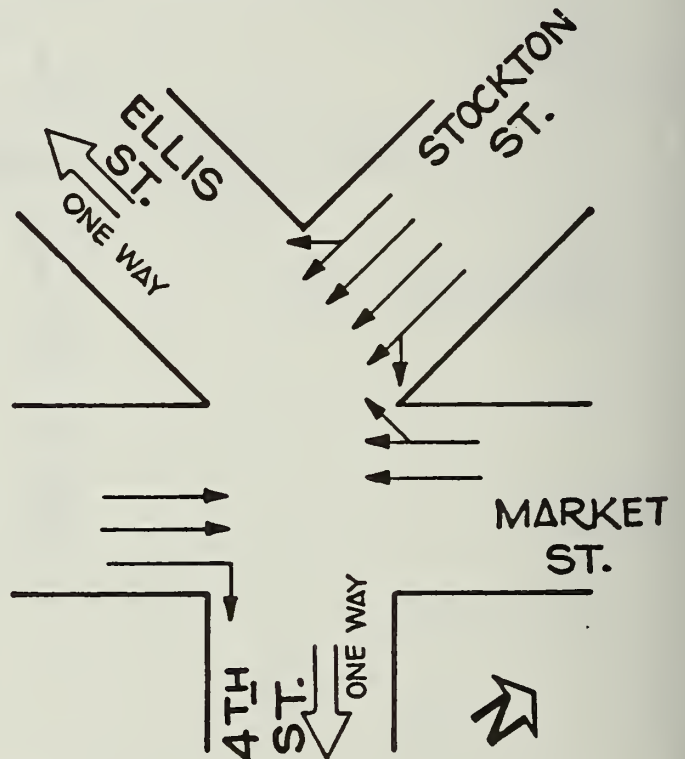
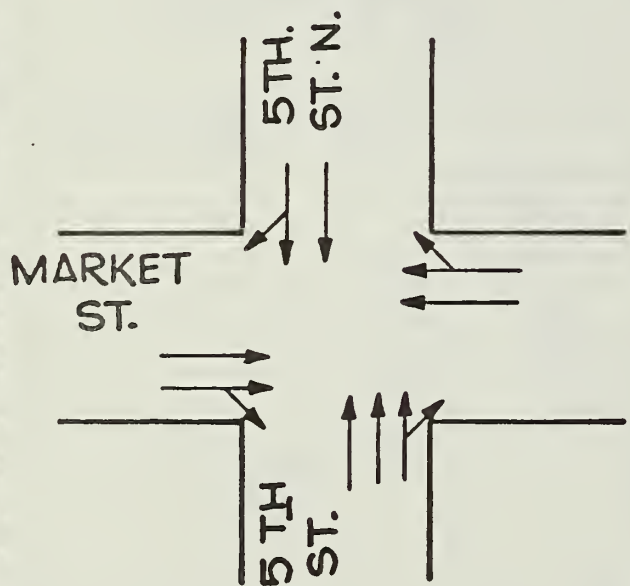
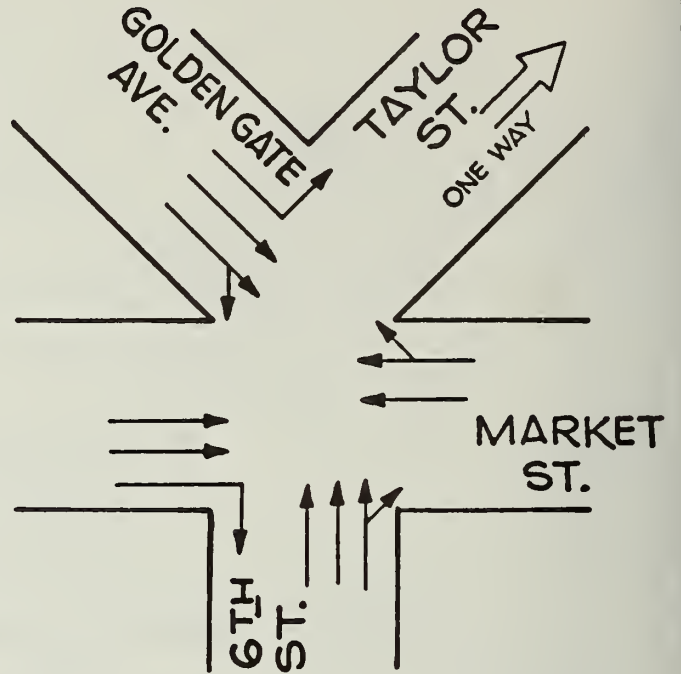
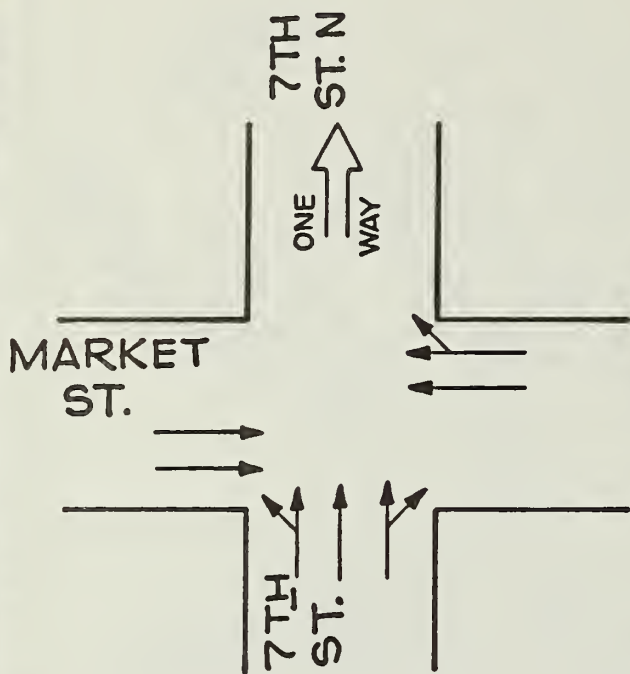
E-8: INTERSECTION TURNING MOVEMENTS
 AT MARKET STREET - 4th STREET -
 ELLIS STREET - STOCKTON STREET



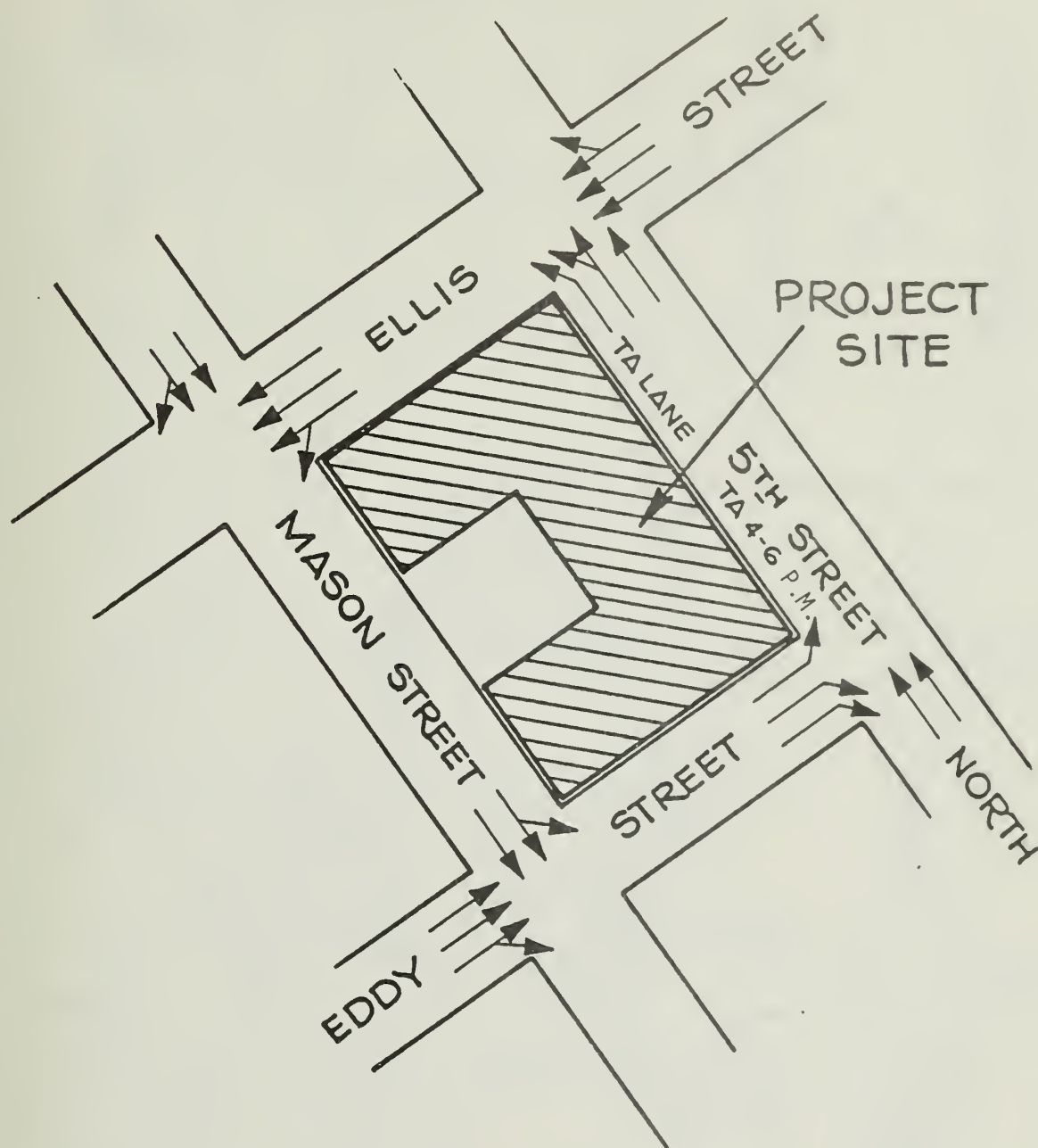
LOCATION Market St.-6th St.-Golden Gate Ave.-Taylor St., Existing Traffic Volumes

PERIOD 5:00-6:00 P.M. Tuesday 2/19/80

E-9: INTERSECTION TURNING MOVEMENTS AT MARKET STREET
6th STREET - GOLDEN GATE AVENUE - TAYLOR STREET



E-10: INTERSECTION GEOMETRICS
MARKET STREET - FOURTH STREET
TO SEVENTH STREET



LEGEND

TA - TOWAWAY

4-6 - TIME OF ENFORCEMENT

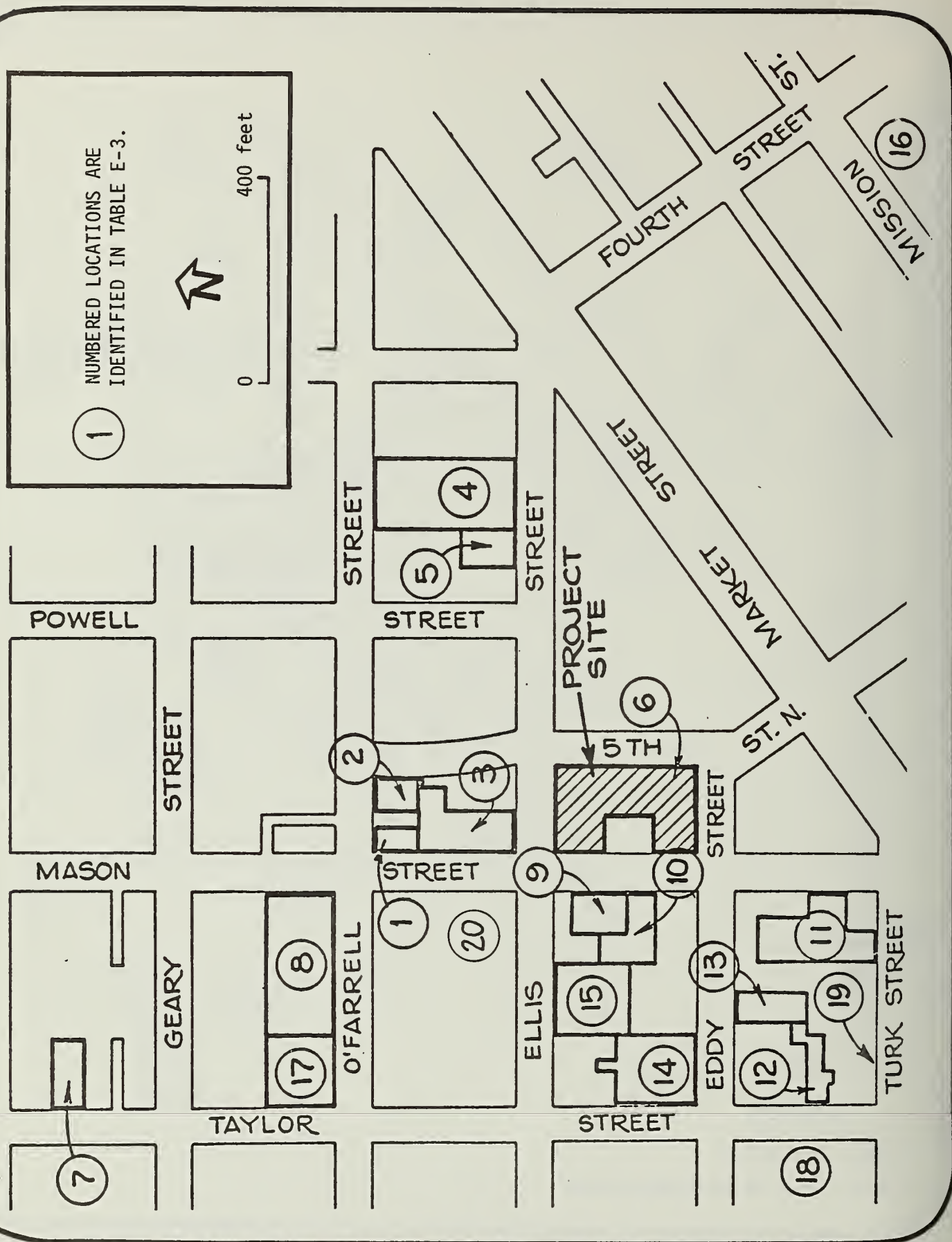


FIGURE E-12: OFF-STREET PARKING LOTS
IN THE VICINITY

TABLE E-3: OFF-STREET PARKING IN THE HOTEL RAMADA VICINITY

Number*	Lot Location	Spaces		Time of Day		Weekday Turnover	Weekday Vacancy	Weeknight Vacancy	Saturday Vacancy	Sunday Vacancy
		Total	Rented	Load	Unload					
1	190 Ellis St.	80	10	9-10	4-6	(This is site of Holiday Inn project)				
2	60 Ellis St.	1,000	200	8-12	4-6	1.3	200	800	600	700
3	80 Ellis St.	83	10	9-11	4-6	1.2	3	12	10	3
4	70 Eddy St.	150	45	10-11	4-6	(This is site of Hotel Ramada project)				
5	530 Taylor St.	110	50	11-2**	1-2	3.0	0	0	60	60
6	325 Mason St.	914	500	4-7	11-1:30 am***	2.0	200	200	600	600
7	165 Mason St.	20	0	7-8	3-4	2.0	0	0	6	19
8	121 Mason St.	47	0	7-8	3-4	2.0	0	0	20	38
9	15 Mason St.	200	100	8-9	4-6	1.5	70	20	70	80
10	120 Taylor St.	19	0	11-12	7-8	2.0	0	10	10	10
11	149 Eddy St.	32	NA	NA	NA	NA 1	NA	2	16	
12	Eddy/Taylor St.	65	NA	NA	NA	NA 5	NA	17	53	
13	261 Ellis St.	350	100	8-11	5-6	1.1	75	200	150	200
14	Fifth St. Garage	1,800	0+	5-9	by 7++	2.0	50-100	1,700	100-150	1,200
15	400 Taylor	150	0	10	4-5	0.6	50	20	15	40
16	141 Taylor	33	NA	NA	NA	NA 2	NA	30	30	
17	60 Turk	92	50	12-2***	5	1.1	0+++	0+++	0+++	0+++
18	Hilton Hotel	213	0	NA	NA	0.5	110	100	NA	NA
19										
20										
Totals		5,358	1,065				766-816	3,062		

*Numbers correspond to those on Figure E-12

**Second load period 6:00 to 8:00 p.m.

***Second load period 6:00 to 10:00 p.m. - Second unload period 4:00 to 7:00 period

+Non-reserved, special rate use is 200 stalls

++Shopper traffic loads and unloads throughout the day between 8:00 a.m. and 7:00 p.m.

+++Theater times

NA: Not Available

SOURCE: Survey of lot operators and on-site measurements conducted by John J. Forristal, Consulting Traffic Engineer

TABLE E-4: ON-STREET PARKING IN THE HOTEL RAMADA VICINITY*

<u>Street</u>	<u>Block</u>	<u>Metered Stalls</u>	<u>Limit (Min)</u>	<u>Loading Stalls**</u>	<u>Limit (Min)</u>	<u>Yellow Zones</u>	<u>White Zones</u>	<u>Other Zones</u>
Eddy	5th St. No.-Mason	3	30	1	30	2		
	Mason-Taylor	16	30	3	30	3	1	
	Taylor-Jones	18	60			4	3	
	Jones-Leavenworth	23	60			3	4	
Ellis	Stockton-Powell	6	30	2	30	6		
	Powell-5th St.	4	30	1	30	3	3	
	5th St. No.-Mason	3	30	1	30	3	3	
	Mason-Taylor	13	30			4	1	
	Taylor-Jones	12	60			4	4	
	Jones-Leavenworth	16***	60			4	2	4 Green
Geary	Grant-Stockton			11		4		
	Stockton-Powell				30	3	4	
	Powell-Mason	3	30	6	30	4	3	
	Mason-Taylor	10	30	4	30	4	2	
	Taylor-Jones	15	60			2	3	
	Jones-Leavenworth	17***	60			2	4	2 Green
Grant	Geary-O'Farrell	8	30	4	30	3	1	
Mason	Turk-Eddy	10	30			2	2	
	Eddy-Ellis	8	30	4	30	3	1	
	Ellis-O'Farrell	10	30				1	
	O'Farrell-Geary							1 Taxi
	Geary-Post	2	30	2	30	4	2	
	Post-Sutter	8	30			5	1	
Post	Grant-Stockton			6	30	4	4	
	Stockton-Powell			2	30	4	4	
	Powell-Mason	4	30	2	15	4	5	1 Taxi
	Mason-Taylor	6	30	3	30	2	4	
	Taylor-Jones	15	60			2	5	
	Jones-Leavenworth	17	60			3	3	
Taylor	Golden Gate-Turk	7	30	5	30	3	2	

TABLE E-4: ON-STREET PARKING IN THE HOTEL RAMADA VICINITY (cont.)

Street	Block	Metered Stalls	Limit (Min)	Loading Stalls**	Limit (Min)	Yellow Zones	White Zones	Other Zones
Taylor	Turk-Eddy	5	30	4	30	3	3	
	Eddy-Ellis	7	30	4	30	1		
	Ellis-O'Farrell	4	30	1	30	1	3	1 Taxi
	O'Farrell-Geary	3	30	3	30	2	4	
	Geary-Post	5	30	2	30	4	2	
Turk	Post-Sutter	13	30	1	30	3	2	
	Mason-Taylor	13	30	3	30	2	2	
	Taylor-Jones	14	60			4	1	
	Jones-Leavenworth	13	60			5	1	
	McAllister-Golden Gate	13	30			3	2	
Jones	Golden Gate-Turk	9	60			1	2	
	Turk-Eddy	14	60	1	15	4	2	
	Eddy-Ellis	16	60			1	2	
	Ellis-O'Farrell	20	60			1	2	
	O'Farrell-Geary	13	60			2	4	
O'Farrell	Geary-Post	15	60				1	
	Post-Sutter	15	60				1	
	Grant-Stockton	4	30	3	30	3	1	
	Stockton-Powell			2	30	4	3	
	Powell - 5th St. No.	1	30	2	30	3	4	
Powell	5th St. No. - Mason	3	30	2	30	3	4	
	Mason-Taylor	6	No Limit					
	Taylor-Jones	1	30	4	30	3	4	2 Green
	Jones-Leavenworth	23**	60			2	3	
	Ellis-O'Farrell					4	4	1 Taxi
Stockton	O'Farrell-Geary					4	3	2 Taxi
	Geary-Post						2	1 Taxi
	Post-Sutter						2	1 Taxi
	Ellis-O'Farrell	2	30	5	30	3		
	O'Farrell-Geary	5	30			1	2	

TABLE E-4: ON-STREET PARKING IN THE HOTEL RAMADA VICINITY (cont.)

Street	Block	Metered Stalls	Limit (Min)	Loading Stalls**	Limit (Min)	Yellow Zones	White Zones	Other Zones
Stockton	Geary-Post Post-Sutter	4	30	4	30	2 2	2 4	
Golden Gate	Taylor-Jones Jones-Leavenworth	12 18	60 60			7	1	
Market	Stockton-Grant Stockton-Powell Mason-Taylor Taylor-Jones							1 Ldg. Bay 2 Ldg. Bays 3 Ldg. Bays 2 Ldg. Bays
Leavenworth	McAllister-Golden Gate Golden Gate-Turk Turk-Eddy Eddy-Ellis Ellis-O'Farrell	17 10 20 20 16 (Not Metered)	60 60 670 60 60			1 3 1 2		1 Green
	O'Farrell-Post Post-Sutter	16 (Not Metered) 14 (Not Metered)	60 60			1 4	2 1	
Fifth North	Market-Eddy Eddy-Ellis Ellis-O'Farrell	No Parking 15 21			2	1 2 1	1	
Fourth Fifth Sixth McAllister	Market-Mission Market-Mission Market-Mission Jones-Leavenworth	16 6 15 12	30 30 30 60	2 8	30 30	3 5 7 2	3 2 1 2	1 Handicpd

*The study area surveyed was bounded by McAllister, Leavenworth, Sutter, Grant, Mission and Market; Sutter, Grant and Mission Sts. themselves were not surveyed.

**Reserved for truck loading in AM or PM; otherwise available as metered stalls.

***Not metered or marked; Number based on observed use.

SOURCE: Division of Traffic Engineering records and field measurements, Tuesday, 12 February 1980.

APPENDIX F: PEDESTRIANS

TABLE F-1: PEDESTRIAN FLOWS

<u>Flow Regime</u>	<u>Walking Speed Choice</u>	<u>Conflicts</u>	<u>Flow Rate (P/F/M)* Average</u>
Open	Free Selection	None	0.5
Unimpeded	Some Selection	Minor	0.5-2
Impeded	Some Selection	High Indirect Interaction	2-6
Constrained	Some Restriction	Multiple	6-10
Crowded	Restricted	High Probability	10-14
Congested	All Reduced	Frequent	14-18
Jammed**	Shuffle Only	Unavoidable	18+**

*P/F/M = Pedestrians per foot of sidewalk width per minute.

**For Jammed Flow, the (attempted) flow rate degrades to zero at complete breakdown.

SOURCE: Pushkarev, Boris and Jeffrey M. Zupan, Urban Space for Pedestrians, Cambridge, MA, MIT Press, 1975.

TABLE F-2: 1980 WEEKDAY P.M. PEAK-HOUR PEDESTRIAN VOLUMES AT INTERSECTIONS ADJACENT TO THE PROJECT SITE

<u>STREET CROSSED</u>	<u>INTERSECTING STREET</u>	<u>CURBLINE</u>	<u>VOLUME</u>
Mason St.	Ellis St.	N	197
		S	278
Ellis St.	Mason St.	E	163
		W	198
Fifth St. No.	Ellis St.	N	168
		S	307
Ellis St.	Fifth St. No.	E	60
		W	44*
Mason St.	Eddy St.	N	464
		S	223
Eddy St.	Mason St.	E	334
		W	288
Fifth St. No.	Eddy St.	N	751
		S	62*
Eddy St.	Fifth St. No.	W	394

*Prohibited pedestrian movement.

TABLE F-3: 1980 PEDESTRIAN TRAFFIC CROSSING AT MARKET ST.

<u>CROSSING POINT</u>	<u>CURBLINE</u>	<u>12M-1PM</u>	<u>4:30-5:30</u>	<u>EST 24 HOURS</u>
Seventh St.	West	461	394	4,900
	East	801	684	8,400
Sixth St.	West	331	284	3,500
	East	557	476	5,900
Fifth St.	West	622	532	6,500
	East	927	792	9,800
Powell St.		2,341	1,994	24,600
Fourth St.	West	412	352	4,300
	East	686	586	7,200

APPENDIX G: SAN FRANCISCO AIR QUALITY

Meteorological characteristics such as wind patterns and thermal inversions determine the movement and dispersion of air pollutants. The prevailing wind directions in San Francisco are from the west and northwest. Wind frequencies and speeds are generally highest in the summer. Light-variable (calm) wind conditions occur approximately 25% of the time on an annual basis. A thermal inversion (an inverted vertical temperature structure of the atmosphere consisting of warm air above cool air) is a stable atmospheric condition that inhibits the upward dispersion of air pollutants and traps them in a layer near the ground. High-altitude subsidence inversions, associated with warm descending air in a high-pressure cell which may last for several days, occur most of the time in summer and fall. Low-altitude radiation inversions, caused by radiation of heat from the earth's surface into cold nighttime air and usually dissipating by noon, occur most of the time in winter.

San Francisco's air quality is generally more free of pollutants than that of other developed portions of the Bay Area, because much of San Francisco is usually upwind of major pollutant sources such as industries, airports, freeways and other pollutant-generating urban activities. Thus, San Francisco rarely receives pollutants from other areas, although pollutants from the City blow to other parts of the Bay area.

When light-variable wind conditions are coupled with thermal inversions, creating air stagnation, high concentrations of pollutants can build up. Such conditions typically occur during the fall, the period of heaviest photochemical smog. Carbon monoxide (CO), suspended particulate (SP), hydrocarbons (HC), nitrogen dioxide (NO₂) ozone (O₃), and sulfur dioxide (SO₂) are major pollutants in the San Francisco area. Carbon monoxide is a toxic gas whose main source is motor vehicle exhaust. It tends to be a local problem near areas with high traffic volumes and poor ventilation. Particulates have many sources including wind-blown dust, fires, industrial processes, construction activities, and atmospheric photochemical reactions between other pollutants. Small-sized particles can reduce visibility and can contribute to respiratory health problems.

Hydrocarbons and nitrogen oxides react in the atmosphere in the presence of sunlight to produce oxidants such as ozone which can cause eye irritation and respiratory difficulties, and damage vegetation. In addition, nitrogen oxides reduce visibility. Sulfur dioxide reacts by a variety of mechanisms, including oxidation in water droplets, and oxidation in the presence of light and NO₂ and some hydrocarbons, producing sulfuric acid and sulfate ion. Sulfur dioxide and sulfuric acid are respiratory irritants; sulfur dioxide (in sufficiently high concentrations) is known to damage leaves of some plants.

The Bay Area Air Quality Management District (BAAQMD) monitoring station at 939 Ellis Street is located on the roof of the 9-story building. While measurements there indicate daily, seasonal and annual meteorological and air quality trends, it is not clear how well the measurements represent conditions at street level near the station or elsewhere in the City.

TABLE G-1: SAN FRANCISCO AIR POLLUTANT SUMMARY 1977-1979

STATION: 939 Ellis Street, San Francisco					
<u>POLLUTANT:</u>	<u>STANDARD</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	
OZONE (O ₃) (Oxidant)					
1-hour concentration (ppm /a/)					
Highest hourly average	(0.08) 0.12/b,c/	0.05	0.11	0.08	
Number of standard excesses		(0) 0	(4) 0	0	
Expected Annual Excess/c/		0.3	0.3	0.0	
CARBON MONOXIDE (CO)					
1-hour concentration (ppm)					
Highest hourly average	35/b/	16	17	20	
Number of standard excesses		0	0	0	
8-hour concentration (ppm)					
Highest 8-hour average	9/b/	8.9	9.4	13.8	
Number of standard excesses		0	1	2	
NITROGEN DIOXIDE (NO ₂)					
1-hour concentration (ppm)					
Highest hourly average	0.25/d/	0.21	0.30	0.16	
Number of standard excesses		0	4	0	
SULFUR DIOXIDE (SO ₂)					
24-hour concentration (ppm)					
Highest 24-hour average	0.05/d/	0.035	0.024	0.034	
Number of standard excesses/e,f/		0	0	0	
TOTAL SUSPENDED PARTICULATE (TSP)					
24-hour concentration (ug/m ³ /g/)					
Highest 24-hour average	100/d/	105	128	117	
Number of standard excesses/f/		1	1	1	
Annual concentration (ug/m ³)					
Annual Geometric Mean	60/d/	41	42	42	
Annual standard excess		No	No	No	

/a/ ppm: parts per million.

/b/ National standard, not to be exceeded more than once per year (except for annual standards which are not to be exceeded).

/c/ The national ozone standard was revised from 0.08 ppm to 0.12 ppm in January 1979. The number of excesses shown in parentheses is of the old 0.08 ppm standard in effect at the time. Expected Annual Excess is a three-year average of annual excesses of the new 0.12 ppm standard.

/d/ California standard, not to be equaled or exceeded.

/e/ The sulfur dioxide standard is considered to be exceeded only if there is a concurrent excess of the state ozone or suspended particulate standards at the same station. Otherwise, the national standard of 0.14 ppm applies.

/f/ Number of observed excess days (measurements taken once every six days).

/g/ ug/m³: micrograms per cubic meter.

SOURCE: BAAQMD, 1977 - 1979, Contaminant and Weather Summaries.

APPENDIX H: FUNDAMENTAL ACOUSTICAL CONCEPTS/1/

Three characteristics of environmental noise are important in determining subjective response: the intensity or level of the sound, the frequency spectrum of the sound, and the time-varying character of the sound.

Airborne sound is a rapid fluctuation of air pressure above and below atmospheric pressure. Sound levels are usually measured and expressed in the logarithmic scale of decibels (dB), with 0 dB corresponding roughly to the threshold of hearing. Measurements in decibels must be added according to logarithmic rules; for example, two individual 80 dB sounds occurring simultaneously create a composite sound level of 83dB.

The "frequency" of a sound refers to the number of complete pressure fluctuations per second in the sound. The unit of measurement is the cycle per second (cps) or Hertz (Hz). Most of the sounds which we hear in the environment do not consist of a single frequency, but of a broad band of frequencies, differing in sound level. The quantitative expression of the frequency and level content of a sound is its sound spectrum. A sound spectrum for engineering purposes is typically described in terms of octave bands which separate the audible frequency range (for human beings, from about 20 to 20,000 Hz) into nine segments.

Many rating methods have been devised to permit comparisons of quite different sounds. Fortunately, the simplest method correlates with human response almost as well as the more complex methods (Parkin 1964 and Botsford 1969). This method consists of evaluating the content of a sound in accordance with a weighting that reflects the fact that human hearing is less sensitive at low frequencies and extreme high frequencies than in the frequency midrange. The weighting curve used is called "A" weighting, and the level so measured is called the "A-weighted sound level", or simply the "A-level".

The A-level in decibels is expressed as "dBA"; the appended letter "A" is a reminder of the particular kind of weighting used for the measurement. Typical A-levels measured in the environment and in industry are shown in Table H-1.

Although the A-level may adequately describe environmental noise at any instant in time, community noise level varies continuously. Most environmental noise includes a conglomeration of distant noise sources which creates a relatively steady background noise in which no particular source is identifiable. These distant sources may include traffic, wind in trees, industrial activities, etc. These noise sources are relatively constant from moment to moment, but vary slowly as natural forces change or as human activity follows its daily cycle. Superimposed on this slowly varying background is a succession of identifiable noisy events, which may include single vehicle passages, aircraft flyovers, etc.

To describe the time-varying character of environmental noise, the statistical noise descriptors L10, L50, and L90 are commonly used (Kittelson, et al., 1964, Griffiths, et al., 1968, Olson 1970, Scholes 1970, Gordon, et al., 1971). The L10, as used in this report, is the A-weighted sound level equaled or exceeded during 10% of a stated time period. The L10 is considered by

TABLE H-1: TYPICAL SOUND LEVELS MEASURED IN THE ENVIRONMENT AND IN INDUSTRY

	DECIBELS A-WEIGHTED	
CIVIL DEFENSE SIREN (100')	140	
JET TAKEOFF (200')	130	THRESHOLD OF PAIN
	120	
RIVETING MACHINE	110	ROCK MUSIC BAND
EMERGENCY ENGINE-GENERATOR (6') DC-10 FLYOVER (700')	100	PILE DRIVER (50')
SUBWAY TRAIN (20')	90	BOILER ROOM PRINTING PRESS PLANT
PNEUMATIC DRILL (50')	80	GARBAGE DISPOSAL IN HOME (3') INSIDE SPORTS CAR, 50 MPH
FREIGHT TRAIN (100') VACUUM CLEANER (10') SPEECH (1')	70	
	60	AUTO TRAFFIC NEAR FREEWAY LARGE STORE ACCOUNTING OFFICE
LARGE TRANSFORMER (200')	50	PRIVATE BUSINESS OFFICE LIGHT TRAFFIC (100') AVERAGE RESIDENCE
	40	MINIMUM LEVELS, RESIDENTIAL AREAS IN SAN FRANCISCO AT NIGHT
SOFT WHISPER (5')	30	
RUSTLING LEAVES	20	RECORDING STUDIO
	10	
THRESHOLD OF HEARING IN YOUTHS (1000-4000 Hz)	0	

NOTE: The distance (in feet) between the source and listener is shown in parentheses.

SOURCE: Charles M. Salter Associates, Inc.

noise engineers to be a good measure of the "average peak" noise. The L_{50} is the A-weighted sound level that is equaled or exceeded 50% of a stated time period. The L_{50} represents the median sound level. The L_{90} is the A-weighted sound level equaled or exceeded during 90% of a stated time period. The L_{90} is used to describe background noise.

As it is often cumbersome to describe the noise environment with these statistical descriptors, a single number descriptor called the L_{eq} is becoming widely used. The L_{eq} is defined as the equivalent steady-state sound level which in a stated period of time would contain the same acoustic energy as the time-varying sound level during the same time period. The L_{eq} is particularly useful in describing the subjective change in an environment where the source of noise remains the same but there is change in the level of activity. Widening roads and/or increasing traffic are examples of this kind of situation.

During nighttime hours, exterior background noise levels are generally lower than daytime levels. Most household noise also decreases at night, and exterior noises become very noticeable. Further, most people are sleeping at night and are very sensitive to noise intrusion.

To account for human sensitivity to nighttime noise levels the descriptor L_{dn} (day-night equivalent sound level) was developed. The L_{dn} is the A-weighted average sound level in decibels during a 24-hour period with a 10 dB weighting applied to nighttime (10:00 p.m. to 7:00 a.m.) levels. For highway noise environments the L_{eq} during the peak traffic hour is approximately equal to the L_{dn} .

The effects of noise on people may be listed in three general categories:

- 1) subjective effects of annoyance, nuisance, dissatisfaction;
- 2) interference with activities such as speech, sleep, learning;
- 3) physiological effects such as startle, hearing loss.

The sound levels associated with environmental noise, in most cases, produce effects only in the first two categories. Unfortunately, there is as yet no satisfactory measure of the subjective effects of noise, or of the corresponding reactions of annoyance and dissatisfaction. This is primarily because of the wide variation in individual thresholds of annoyance, and habituation to noise over differing individual past experiences with noise (Stevens, et al. 1955).

An important parameter in determining a person's subjective reaction to a new noise is the existing noise environment to which one has adapted: the so-called "ambient" noise. "Ambient" is defined in the San Francisco Noise Ordinance as "the all-encompassing noise associated with a given environment, being a composite of sounds from many sources, near and far" (S.F. Municipal Code 1972). In general, the more a new noise exceeds the previously existing ambient, the less acceptable the new noise will be judged by the hearers (Galloway, et al. 1969).

Knowledge of the following relationships will be helpful in understanding the quantitative sections of the EIR (Stevens, et al., 1955, Beranek 1954):

- 1) Except in carefully controlled laboratory experiments, an increase of only one dB in A-level cannot be perceived.
- 2) Outside of the laboratory, a three dB increase in A-level is considered a just-noticeable difference.
- 3) A change in A-level of at least five dB is required before any noticeable change in community response would be expected.
- 4) A ten dB increase in A-level is subjectively heard as approximately a doubling in loudness, and would almost certainly cause an adverse change in community response. Increases of more than ten decibels would be expected to provoke complaints.

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NOTE - Appendix H

/1/ Modified from Salter, Charles M. Associates Inc., May 1979, "Appendix M: Fundamental Acoustical Concepts" in San Francisco City Planning Commission, Environmental Impact Report for 101 California Street, EE 78.27.

